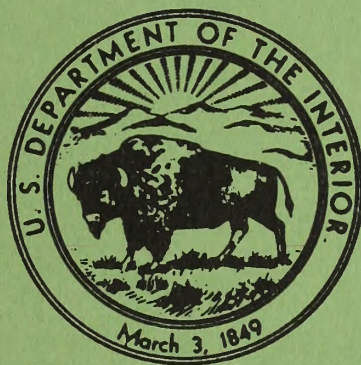




**UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F. Y. 1986**



BUREAU OF LAND MANAGEMENT

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BUREAU OF LAND MANAGEMENT

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF INVESTIGATION, U.S. DEPT. OF JUSTICE



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DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Fiscal Year 1986 Budget Justifications

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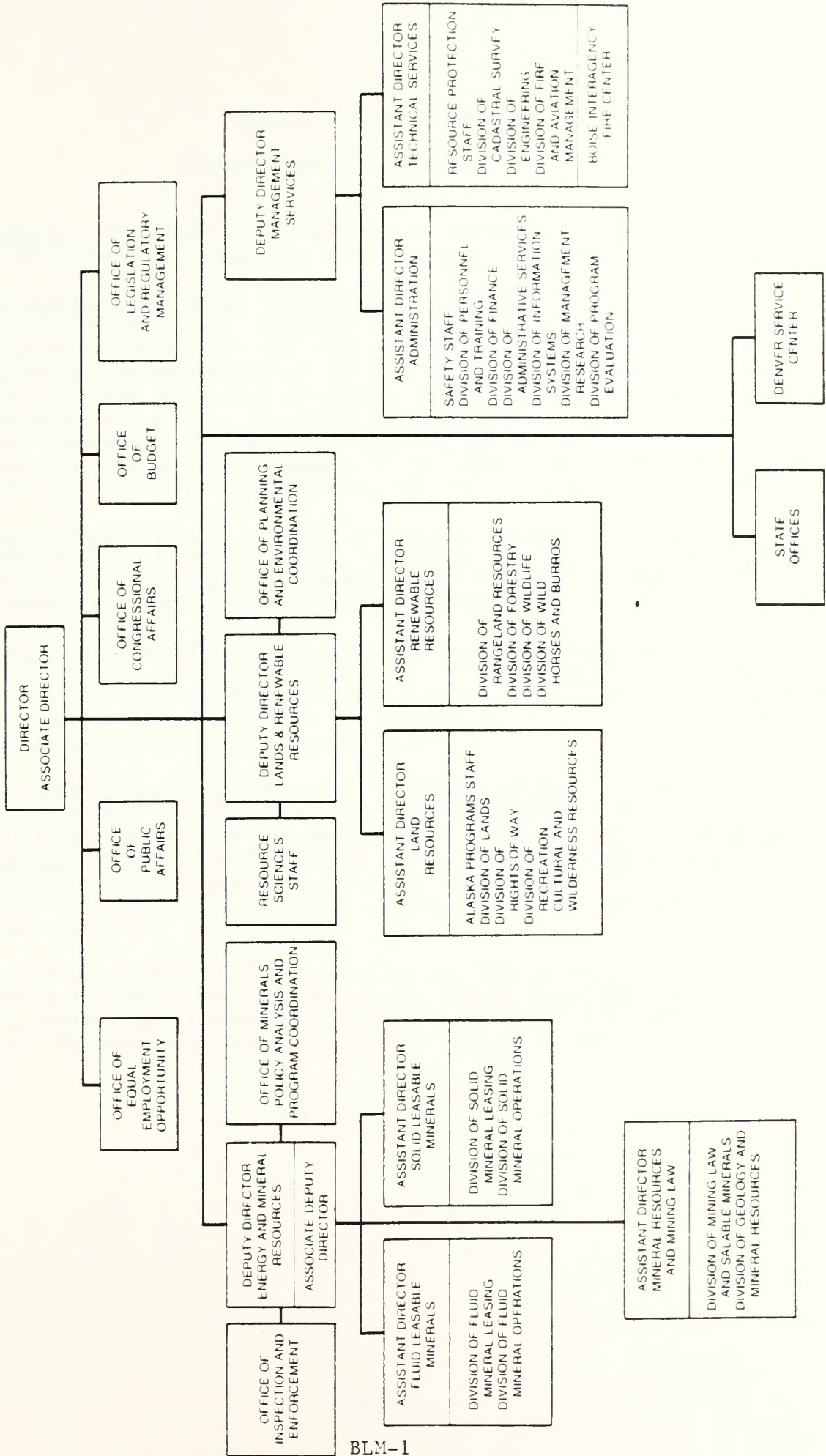
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BUREAU OF LAND MANAGEMENT



BLM-1

Bureau of Land Management
Headquarters and Field Organization

Organization - The program and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

- a) The Headquarters Office, consisting of the Bureau Director, Associate Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and state agencies, national organizations, the media and members of the public; and provides centralized administrative direction and procedures for Bureauwide activities.
- b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions and for supervising subordinate District Offices.
- c) District Offices (55), each headed by a District Manager who reports to the State Director, have responsibility for all Bureau program implementation, operations, land use planning, and user contacts at the local level, including the direction of Area Managers who are responsible for on-the-ground program implementation within their respective areas.
- d) Bureauwide support offices: (1) the Service Center, located in Denver, headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director (who reports to the Bureau's Assistant director, Technical Services), provides Bureauwide fire logistical, training and support services and aviation management services.
- e) An "Office of Minerals Policy Analysis and Program Coordination" has been attached to the Deputy Director, Energy and Mineral Resources, as a focal point to provide imported economic and policy analysis in all minerals programs. No other major changes have been made in the past year.

General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the conservation, development and management of both surface and mineral resources on approximately 310 million acres of public lands located in 28 States, including at present, 138 million acres in Alaska. This land estate constitutes about 14 percent of the total land surface of the United States. In addition, BLM administers mineral leasing and supervises minerals operations on 370 million acres of mineral estate underlying other federally-administered, State or private ownerships throughout the United States and supervises most mineral operations on Indian lands.

The Bureau's primary objective is to manage the public lands and their resources under the concept of multiple-use through attaining the best combination of uses that an area is capable of sustaining to provide maximum public benefit. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development, and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. BLM manages the public lands with these interests in mind as well as with concern for environmental protection, service to the public, and opportunity for public involvement in the development of BLM plans, managerial considerations, and regulations.

The FY 1986 Budget reflects an Administration initiative to interchange intermingled lands and related management responsibilities between the BLM and the Forest Service (FS) in order to reduce administrative costs while improving service to the public. Preliminary estimates of budget impacts are reflected in several accounts such as the Oregon and California Grant Lands appropriation. However, as this initiative becomes more fully defined for implementation, some amendments to the FY 1986 Budget, as presented in these Justifications, may be required.

Comparison of 1986 estimate with 1985 appropriations enacted to date:

(Dollar amounts in thousands)

		FY 1985 Enacted to Date	FY 1986 Estimate	Inc. (+) or Dec. (-)	Permanent Employment 12/31/84 1/
Management of Lands and Resources	\$ (FTE-T)	385,853 (8,687)	364,524 (8,348)	-21,329 (-339)	7,369
Construction and Access	\$ (FTE-T)	1,203 (31)	1,203 (31)	--- (---)	31
Land Acquisition	\$ (FTE-T)	2,695 (8)	--- (7)	-2,695 (-1)	6
Payments in Lieu of Taxes	\$ (FTE-T)	102,900 (1)	105,000 (1)	+2,100 (---)	1
Oregon and California Grant Lands	\$ (FTE-T)	54,289 (998)	--- (---)	-54,289 (-998)	941
Range Improvements	\$ (FTE-T)	10,000 (130)	10,000 (130)	--- (---)	116
Special Acquisition of Lands and Minerals	\$ (FTE-T)	14,700 (---)	--- (---)	-14,700 (---)	---
Service Charges, Deposits, and Forfeitures (Indefinite)	\$ (FTE-T)	4,070 (33)	5,920 (45)	+1,850 (+12)	33
Miscellaneous Trust Funds (Current, Indefinite)	\$ (FTE-T)	100 (---)	100 (---)	--- (---)	---
Total Appropriations Requested	\$ (FTE-T)	575,810 (9,888)	486,747 (8,562)	-89,063 (-1,326)	(8,497)
<u>Permanent and Trust Funds</u>					
Special Acquisition of Lands and Minerals (Borrowing Authority)	\$ (FTE-T)	1,300 (---)	1,300 (---)	--- (---)	---

1/ Represents full-time employees with permanent appointments, on board as of date shown.

Miscellaneous Permanent	\$	85,494	12,408	-73,086	
	(FTE-T)	(55)	(---	(-55)	53
Miscellaneous Trust Funds	\$	600	600	---	
	(FTE-T)	(16)	(16)	(---	12
Subtotal	\$	87,394	14,308	-73,086	
	(FTE-T)	(71)	(16)	(-55)	65
Other Accounts	\$	---	---	---	
	(FTE-T)	(213)	(240)	(+127)	198
Budget Authority, Total BLM	\$	663,204	501,055	-162,149	
	(FTE-T)	(10,172)	(8,818)	(-1,354)	8,760

Highlights of 1986 Request

The 1986 Budget Estimate for the Bureau of Land Management (BLM) is \$501.1 million, a decrease of \$162.1 million from the 1985 appropriated level. ^{1/} The estimate includes \$12.4 million in Miscellaneous Permanent Appropriations, \$1.3 million as an estimate of interest accrued on the unused portion of bidding rights issued for acquisition of non-Federal minerals in the Rattlesnake Wilderness Area, and \$.6 million in Miscellaneous Trust Funds. This constitutes a combined decrease of \$73.1 million from the 1985 level for Permanent Appropriations and Trust Funds.

For operating funds and Payments in Lieu of Taxes (PILT), for which current appropriations are requested, the 1986 estimate is \$486.7 million, a decrease of \$89.1 million ^{1/} from the 1985 level.

A major feature of the 1986 program is an Administration initiative to interchange intermingled lands and related management responsibilities between BLM and the FS. Transfer of jurisdictional responsibility for the Oregon and California Grant Lands (O&C) and other intermingled public lands in western Oregon from BLM to the Forest Service is an integral part of this initiative and is responsible for a major portion of the decreases previously cited. Other aspects of the interchange proposal are still being formulated and consequently, detailed plans are not yet available for inclusion in the other parts of the FY 1986 Budget as presented in these Justifications.

Special emphasis is given throughout the 1986 Budget to the programmatic priorities for the Department as established by the Secretary. These include priority to management of high value recreation areas, establishing new partnership and cooperative endeavors in natural resources management, increased responsiveness and professionalism in managing Federal minerals, and continued improvements in agency management practices. Funding priority has also been placed on those programs which protect existing public investment in facilities and resource projects, respond to regional and local economic needs, and ensure both visitor and resource protection.

^{1/} Decrease levels do not reflect potential congressional approval of a proposed rescission under section 2901 of the Deficit Reduction Act.

The changes between the FY 1985 appropriation enacted to date and the FY 1986 Estimate for each appropriation are highlighted below:

Management of Lands and Resources

The FY 1986 request for the "Management of Lands and Resources" appropriation is \$364.5 million, a decrease of \$21.3 million from the FY 1985 appropriation. Within this appropriation, a \$1.6 million increase in the energy and minerals management activity will be used to support increased oil and gas program requirements such as KGS determinations, drainage reviews, approval of drilling permit applications, and improved inspection and enforcement including additional cooperative agreements with States and Indian Tribes. In addition, the increase will provide funds for intensified post-lease work in the coal program. A decrease is proposed in geothermal leasing to reflect a reduced level of industry demand and BLM's continued capability to supervise industry operations on all Federal leases.

A decrease of \$3.8 million for lands and realty management will be possible because of the anticipated recovery of additional Federal Government costs for rights-of-way processing from applicants; a reduction of the case workload for desert land applications; a stretch-out in the "other agency" withdrawal review schedule; and the realization of program efficiencies from ongoing efforts.

The 1986 request provides \$95.7 million for the renewable resources management activity, a decrease of \$18.3 million. A reduction in forest management will be possible by concentrating efforts to eliminate reforestation backlogs primarily on those areas with higher timber resource values.

A decrease in grazing management will result from the continuation of efforts to concentrate work on those allotments most requiring intensive management and monitoring to improve their condition. The wild horse and burro program is decreased by \$10.7 million to near the 1984 level as a result of the accomplishment of significant levels of removals with funding available in 1985.

Decreases will be possible in the soil, water, and air management program by reducing soil and water inventories while still providing the level needed to meet the grazing EIS schedule and energy leasing goals. The more expensive soil and water projects will be deferred in favor of completing smaller, less costly facilities. The hazardous materials program will be continued at the 1985 level.

A wildlife habitat management decrease reflects: 1) the sharing of authority and the seeking of matching funds from State agencies of private groups to carry out habitat improvement work, and 2) the decrease in inventory efforts as the workload associated with grazing EIS's tapers off.

A small net increase in the recreation management subactivity reflects intensified efforts to provide greater resource protection to critical recreation management areas. This will be partially offset by the deferral of lower priority work in the cultural resources management program.

An increase in fire management provides funding for critical services essential to planning, organizing and executing fire management activities, including BLM responsibilities in Alaska, and to begin implementation of Phase II of the Bureau's Initial Attack Management System (IAMS) to improve fire suppression response.

In the planning and data management activity, emphasis will be on continuing the level of resource management planning activities at essentially the FY 1985 rate and providing data management services and support especially as related to development of the Geographic Information System and Automated Land and Mineral Record System (ALMRS) components.

The 1986 Estimate reduces funding for cadastral survey by \$3.1 million. The decrease results from the reduction in the large exterior-type boundary surveys for the State of Alaska and Native transactions with more emphasis on surveys of smaller parcels that are grouped geographically for more efficient handling. Also, in States other than Alaska, a reduction of lower priority resurvey work is proposed.

A proposed increase of \$1 million in resource protection will provide funds for BLM efforts, including cooperative agreements with local law enforcement agencies aimed primarily at eradicating illegally grown marijuana on public lands. A decrease in recreation maintenance funding is proposed and would be offset by increased recreation user fees and proposed legislation to return fees for use by the Bureau. An increase in building maintenance will be aimed at maintaining the public's investment in Bureau-owned facilities.

The 1986 Estimate provides \$84.9 million for general administration, an increase of \$1.8 million over 1985. However, within this activity, significant decreases are proposed in executive and managerial direction, equal employment opportunity and administrative services support, reflecting efforts to improve management efficiency, consolidate administrative support service functions and reduce the size of headquarters and administrative organizations. A portion of the increase is aimed at covering rising communications costs and other fixed charges such as payments to GSA for office space rental. The remainder of the increase is for the initial costs associated with implementation of the interchange of management responsibilities between BLM and the Forest Service.

Construction and Access

The 1986 request provides \$1.2 million for the access program. No funding for new construction projects is requested. The funding for the access program is limited to the purchase of easements to provide only that access necessary to get products to market and develop needed resources.

Land Acquisition

No new funding for land acquisition projects is requested in FY 1986.

Payments in Lieu of Taxes

Payments in Lieu of Taxes (PILT) will be fully funded at \$105 million, which is a \$2.1 million increase over the amount appropriated in 1985.

Oregon and California Grant Lands

No funding is requested in this appropriation for 1986 reflecting the proposed transfer of management responsibility for BLM lands in western Oregon to the Forest Service as part of an Administration initiative to interchange intermingled lands and related management responsibilities elsewhere in the West between BLM and the Forest Service.

Range Improvements

The request for range improvement funds is \$10 million, the same as the 1985 level. The grazing fee for the 1985 grazing year is \$1.35 per animal unit month (AUM), a decrease of 2 cents from 1984. This fee level, derived from the grazing fee formula established by Congress in 1978, will not generate receipts in 1985 or 1986 in excess of the \$10 million minimum cited in the Public Rangelands Improvement Act (PRIA). This formula is currently the subject of a joint BLM/Forest Service study required by PRIA, the results of which will be reported to Congress later this year.

Special Acquisition of Lands and Minerals

No new funds are requested for this appropriation in 1986. The \$14.7 million appropriated in 1985 is sufficient to acquire the private mineral estate in the Cranberry Wilderness Area. Interest on the unused portion of bidding rights issued for the acquisition of mineral rights in the Rattlesnake Wilderness Area will continue to accrue at an annual level of \$1.3 million in 1986.

Service Charges, Deposits, and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, administrative expenses and other costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoption of wild horses and burros, and repairs to damaged property can be recovered through service charges, deposits of funds, and forfeitures of performance bonds.

In 1986 an increase of \$1.8 million in revenues generated from processing rights-of-ways is anticipated as a result of the implementation of regulations for processing FLPMA cases and the proposed changes in appropriation language which will allow the recovery of actual costs.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resource management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is \$100,000 for FY 1986. In addition, other contributions are permanently appropriated for resource improvement projects and land survey work.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource

products be shared with States or counties within which the revenue was generated. These amounts are permanently appropriated under the terms of these laws. In FY 1986, it is estimated that \$11.9 million will be paid to States and counties under these appropriations. This represents a decrease of \$68 million from the estimated payments in 1985 which results largely from the proposed transfer of the public lands in western Oregon, and the responsibility for making associated payments, to the Forest Service.

Receipts

For FY 1986, the BLM will collect an estimated \$89.7 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and miscellaneous sources. This is a decrease of \$113.5 million from these same sources in FY 1985. Most of this projected decrease results from the proposal to shift management responsibility for BLM's western Oregon lands and certain other public domain forest land to the Forest Service, who would also be responsible for receipt collection.

In addition, BLM activities contribute directly to the generation of more than \$1 billion in additional receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These are now accounted for and disbursed by the Minerals Management Service).

Authorization

Current authorizations for appropriations as provided for in section 318 of the Federal Land Policy and Management Act of 1976 (P.L. 94-579) expired as of September 30, 1984.

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the Bureau of Land Management in Fiscal Years 1981, 1982, 1983 and 1984 and estimated receipts for Fiscal Years 1985 and 1986 by source.

	<u>Actual 1981</u>	<u>Actual 1982</u>	<u>Actual 1983</u>	<u>Actual 1984</u>	<u>Estimate 1985</u>	<u>Estimate 1986</u>
Sales, Public Land and Materials	\$ 4,829,000	\$ 3,599,000	\$ 11,528,000	\$ 9,175,000	\$ 8,500,000	\$ 8,500,000
Non-competitive Filing Fees	43,831,000	107,500,000	86,175,000	-5,039,000	30,000,000	30,000,000
Registration and Misc. Filing Fees	5,343,000	4,428,000	2,342,000	2,215,000	2,300,000	2,300,000
Mineral Leasing 1/	821,990,000	1,313,069,000	949,264,000	---	2/	---
Crazing Fees	24,884,000	20,879,000	16,699,000	16,116,000	16,115,000	27,200,000
Timber Sales	215,744,000	87,401,000	106,850,000	154,278,000	130,800,000	9,160,000
Recreation/Entrance Use Fees	441,000	513,000	587,000	671,000	700,000	1,000,000
Miscellaneous Receipts, Services Chgs. & Fees	24,352,000	92,826,000	14,720,000	15,319,000	14,776,000	11,526,000
TOTAL	\$1,141,414,000	\$1,630,215,000	\$1,188,165,000	\$192,735,000	\$203,191,000	\$89,686,000

- 1/ Includes mineral leasing receipts collected by BLM and transferred to other agencies.
2/ Functions transferred to Minerals Management Service in FY 1984.

Receipts by Source -- Descriptions

1. Sale of Public Lands and Materials - This category includes receipts from the sale of public lands and materials with the following exceptions:
 - a. Receipts from sale of timber from the public domain;
 - b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) lands;
 - c. Receipts from sale of lands and materials from Land Utilization (LU) project lands;
 - d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn); and
 - e. Receipts from sale of townsites and reclamation projects.

This category includes receipts from normal land sales and from vegetative and mineral materials sales (unless elsewhere classified). The FY 1985 and FY 1986 estimates are based on anticipated receipts from sale of land and miscellaneous materials, including land to be offered for sale under the Burton- Santini Act.

2. Non-competitive Filing Fees - An estimated \$30 million per year in simultaneous oil and gas (SOG) filing fees will be collected in FY 1985 and FY 1986. The estimate is based upon receiving approximately 400,000 filings per year at \$75 per filing.
3. Registration and Filing Fees - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. In FY 1986, based on historical data, an estimated \$2.3 million in registration fees will be collected.
4. Mineral Leasing - This includes receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and the Acquired Lands Leasing Act, including LU lands and O&C lands although these receipts are not distributed under the MLA formulas.

The Minerals Management Service assumed responsibility for collection and distribution of mineral leasing royalty and rental receipts in FY 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

5. Grazing Fees - Grazing fees have been based on the formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The formula includes forage value index, private land lease rates, beef cattle prices and the price paid to ranchers for finished beef cattle. The grazing fee for 1985 was recently set at \$1.35 per animal unit month (AUM) resulting in receipts of approximately \$16 million. The estimate for FY 1986 of \$27.2 million projects an increase in receipts as the presumed result of actions in response to the grazing fee study mandated by the PRIA. Grazing receipts are collected in the following accounts:

- a. Receipts from Land Utilization (LU) Lands, BLM. Includes receipts for grazing livestock on LU project lands acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 15 of the Taylor Grazing Act. The receipt estimate for this account does not include receipts for mineral leasing on LU lands which are estimated to be about \$2.7 million per year, and are included with other minerals receipts reported by MMS. However, these receipts are transferred to BLM for distribution according to the same formula used for grazing fees.
- b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:
 - o Receipts from public lands leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to Section 15 of TGA;
 - o Receipts collected by other agencies under cooperative agreements; and
 - o Crossing fees and trespass collections for Section 15 lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.
- c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands.

Fifty percent of all receipts collected from Taylor Grazing Act Section 3 lands, Section 15 lands, and LU lands under BLM jurisdiction are allocated to the Range Improvements fund. As provided in the Taylor Grazing Act and Public Rangelands Improvement Act of 1978, when appropriated by Congress, these funds are available until expended for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected in the previous fiscal year.

6. Timber Sales - Included are receipts from the sale of timber and other natural land products from the Oregon and California Grant Lands (O&C) and from Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, sale of townsites within reclamation projects, and from public domain timber sales. Estimates are based on historical data and anticipated changes in other factors affecting timber demand, such as housing construction.

Timber Receipts FY 1983-86

(Dollars in thousands)

	<u>Actual</u>		<u>Estimate</u>	
	<u>FY</u>	<u>FY</u>	<u>FY</u>	<u>FY</u>
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Oregon and California				
Grant Lands	\$92,306	\$134,082	\$115,100	---
Coos Bay Wagon Road	4,836	6,657	3,900	---
Public Domain	7,585	13,548	11,800	9,160
	<u>\$104,727</u>	<u>\$154,287</u>	<u>\$130,800</u>	<u>\$9,160</u>

The lower level of receipts estimated for FY 1985 is in anticipation of the impact of the "Federal Timber Contract Payment Modification Act" (P.L. 98-478) which, among other things, allows purchasers of high priced Federal timber bid prior to January 1, 1982 to "buy-out" their interest on those sales. The reduced receipt level for FY 1986 reflects the effect of a proposal to shift management responsibility for western Oregon lands administered by BLM and certain other public domain forest lands to the Forest Service, who would then be responsible for receipt collection.

7. Recreation/Entrance Use Fees - Recreation use fees are collected primarily from concessionaires and other commercial recreation users, such as off-road vehicle (ORV) events and white water river rafting outfitters. The increased receipts would result mainly from anticipated increases in fees charged to permittees, in part as a result of the phase-in of higher fees under 43 CFR, Part 8370.
8. Miscellaneous Receipts - There are four major categories of miscellaneous receipts not otherwise classified:
 - a. Rent of land (for grazing, commercial, industrial and residential purposes, and campsites);
 - b. Revenues from special program services such as road maintenance and use fees, rights-of-way application processing fees, and wild horse and burro fees collected from adopters;
 - c. Fines, penalties and bond forfeitures; and
 - d. Annual rentals from rights-of-way permits.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1984

State	Mineral Leases and Permits	Forage Receipts Taylor Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alabama.....	109,680					109,680
Alaska.....	6,427,539			3,528		6,431,067
Arizona.....	1,945,334	113,863	101,842	18,122		2,179,161
Arkansas.....	283,302					283,302
California.....	8,320,719	127,010	22,713	90,633		8,561,075
Colorado.....	21,287,245	35,604	88,806	14,145		21,425,800
Florida.....	195,178					195,178
Idaho.....	1,548,649	24,004	216,945	39,788		1,829,386
Kansas.....	270,988	89				271,077
Louisiana.....	209,838			174		210,012
Michigan.....	15,270					15,270
Mississippi.....	20,318					20,318
Minnesota.....	446					446
Montana.....	9,733,549	109,289	136,938	33,685	662,874	10,676,335
Nebraska.....	62,613	878				63,491
Nevada.....	5,045,830	35,127	314,321	17,274	893,833	6,306,385
New Mexico.....	55,338,109	165,415	253,348	22,200	15,829	55,794,901
North Dakota.....	4,260,550	6,783				4,267,333
Oklahoma.....	446,921	246		333	2,122	449,622
Oregon.....	1,655,302	36,972	183,436	47,957,781 1/		49,833,491
South Dakota.....	465,368	70,445				535,813
Texas.....	501					501
Tennessee.....	7,800					7,800
Utah.....	14,091,193		200,963	21,003	990	14,314,149
Washington.....	434,656	21,153		18,998		474,807
Wyoming.....	71,742,086	336,205	218,329	92,345		72,388,965
TOTAL	203,918,984	1,083,083	1,737,641	48,330,009	1,575,648	256,645,365

1/ Includes payments under the Oregon and California (O&C) Grant Lands Act and the Coos Bay Wagon Road Act for timber receipts.

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The Management of Lands and Resources (MLR) appropriation, the largest of BLM's operating appropriations, provides for a variety of functions necessary to develop, manage, and protect the public lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The FY 1986 Estimate is \$364,524,000, a decrease of \$21,329,000 from the FY 1985 appropriation enacted to date.

The Administration is proposing a major initiative to interchange responsibilities for the management of Federal lands in the West between the Bureau and the Forest Service (FS) to improve the efficiency and economy of operations and to provide better service to the public. The specific details of the BLM/FS interchange proposal are still being formulated; and, therefore, except for some initial implementation costs, the budgetary impacts of this proposal are not reflected in this FY 1986 MLR budget request or in any of these budget activities and program justifications. After firm implementation plans have been developed and approved and the funding impacts of the BLM/FS interchange proposal on each of the budget programs of the Bureau has been assessed, it may be necessary to submit an amended FY 1986 budget request and revised justifications for the affected BLM programs.

1. Energy and Minerals Management includes the evaluation, leasing and supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of environmental impacts of proposed minerals development, and the implementation of measures to mitigate any adverse environmental effects; the administration of laws relating to mining on the public lands and the sale of mineral materials. Also includes economic evaluation, post-lease supervision and inspection and enforcement.
 - A. Fluid Energy Minerals program includes oil and gas leasing and geothermal leasing activities. The program provides 3,000 additional post-lease inspection and enforcement actions and increases the effort devoted to implementation of cooperative agreements with States and Indian tribes and KGS classification actions. The Bureau is responsible for lease management of 130,000 Federal leases on 135 million acres and 14,000 Indian mineral leases. Anticipated level demand by industry for geothermal leases will reduce the Bureau's effort in this area for FY 1986.
 - B. Solid Energy Minerals program includes coal leasing and oil shale/tar sands leasing activities. In coal, responses to the need for greater emphasis on meeting Federal responsibilities on existing mining operations have resulted in both a requested increase and a shift in emphasis in FY 1986. In the oil shale/tar sands program, a lack of private sector demand for Federal oil shale development results in reduced work in tract delineation, NEPA review, and associated economic evaluations.

- C. Nonenergy Minerals provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety minerals such as sand and gravel; and the administration of programs relating to mining on the public lands, such as regulations to protect surface values from undue degradation, recordation of mining claims, and issuance of mineral patents. The number of reviews of mining "plans of operation" for compliance with FLPMA surface management regulations will increase.

2. Lands and Realty Management

- A. The Realty Operations program in FY 1986 provides for all non-reimbursable costs of processing applications for rights-of-way. Cost recovery through a fee schedule is being applied to smaller rights-of-way projects. Also, the program includes processing of land use authorizations, land tenure adjustments, and land disposal actions. Additional casework involves State Indemnity Selections, Desert Land Entries, Navajo-Hopi land settlement and others. FLPMA public land sales of an estimated 40,000 acres are scheduled in FY 1986. In Alaska, 2 million acres of Native conveyances, 3.4 million acres of State of Alaska conveyances and about 850 Native allotment parcels will be processed. The BLM's implementation of an automated land and mineral record system will be continued in FY 1986.
- B. The FY 1986 Withdrawal Processing and Review program emphasizes review of other agency withdrawals, processing of new withdrawal applications, and reviewing waterpower withdrawals.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the public lands.

- A. The Forest Management program provides for the management, development, protection, and sustained yield of timber production on more than 2.1 million acres of public domain commercial forest land. The 1986 sales objective on lands outside western Oregon is 92 million board feet, with an estimated sale value of \$12 million.
- B. The Range Management program provides for the management of livestock grazing for 4.3 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of 46,000 wild horses and 11,000 wild burros on the public lands.
- (1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros, control of populations to prevent deterioration of range conditions, and humane care and treatment of animals through an adoption and sale program. The number of animals removed from the range in FY 1986 will decrease from the high level of FY 1985.
- (2) The Grazing Management program will continue to emphasize adherence to the court-ordered schedule for preparation of environmental impact statements (EIS's). In FY 1986,

inventories in advance of EIS's will continue to decrease as the peak workload is past. Monitoring will provide a data base for making supportable and equitable decisions and for evaluating progress in meeting resource management objectives. The program will continue to emphasize on-the-ground development of range improvements. To the extent feasible, improvements will incorporate private cost sharing in relation to private returns from the investments. Cooperative management agreements will be used to encourage private and other interests to contribute to prudent rangeland investments.

- C. Soil, Water, and Air Management includes such activities as stabilizing soils; improving water quality through land treatment or development of facilities; maintaining structures and facilities; documenting and applying for water rights for public land uses; gathering soil, water and air quality data necessary to make management decisions on grazing, timber, and energy development; hazardous materials site inventory; and evaluating, ranking, and initiating cleanup action on the highest priority sites on public lands. Soil inventories will be adequate to meet the grazing EIS schedule and other high priorities. On-the-ground development will be targeted to correcting unsafe conditions and protecting human health and property, along with maintaining BLM facilities damaged by floods and earthquakes. Funding is also provided to file an estimated 1,800 water rights claims needed for program purposes.
- D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. In addition, funds are included to match contributions by State agencies and wildlife interest groups who are willing to contribute funds or donate labor or materials for habitat improvement and maintenance.
- E. Recreation Management includes the activities that allow the public lands to be used for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic and archaeological sites; and wilderness management.
 - (1) Cultural Resources Management focuses on protection, management and inventory of archaeological, cultural, paleontological and natural history resources on public lands. Emphasis will be on protection of the most valuable and critically threatened cultural, paleontological and natural history resources.
 - (2) Wilderness Management includes interim management on wilderness study areas, preparation of wilderness study reports and suitability recommendations, activity planning and management of designated wilderness areas, and coordination with the Geological Survey and Bureau of Mines on mineral surveys required by law.

- (3) Recreation Resources Management focuses on 3 national conservation areas (including the California Desert), 1 national recreation area, over 150 areas where recreation use is heavily concentrated, 13 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided on 52 rivers (over 4,000 miles) and on public lands.

F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods to prevent and suppress fires to minimize loss of resources from wildfires such as the Initial Attack Management System.

4. Planning and Data Management includes land use planning and automated data management.

A. Planning provides for the development of resource management plans to provide a basis for decisions on energy and mineral production, rangeland management, lands and realty actions, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.

B. The Data Management program also supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the Bureau's programs, including both administration and natural resource management. This program provides essential ADP support to the implementation of the Bureau's Automated Land and Mineral Record System and Geographic Information System.

5. The Cadastral Survey program includes the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land-managing agencies.

A. In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act, for Native townsites, Native allotments, entitlements under the Alaska Native Claims Settlement Act, and other special purposes. The FY 1986 program for Alaska will enable BLM to conduct surveys on 200,000 acres of Native selections, 400,000 acres of State selections, and 500 Native allotment parcels. The Alaska program for FY 1986 will focus on surveying inholdings and water body meanders.

B. Surveys in the Other States identify land boundaries that are prerequisite to resource management activities and decisions. This primarily involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis will be placed on highest priority surveys needed in support of energy and minerals development programs, forestry operations, and realty program efforts.

6. The Firefighting and Rehabilitation program includes activities for protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Since firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other disasters, they vary from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through transfers or supplemental appropriations.
7. The Technical Services program includes resource protection and maintenance and engineering services.
 - A. The Resource Protection program provides for the enforcement of laws and regulations governing primarily the protection of public lands through cooperative agreements with State, local, and Federal law enforcement agencies; Federal special agents, and a uniformed ranger force in the California Desert. In FY 1986, the Bureau will begin an intensified effort on marijuana detection, control and eradication.
 - B. The Maintenance and Engineering Services program provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care and upkeep of BLM facilities, such as buildings, roads, trails, and recreation sites. The primary objectives are to protect the public's investment in these capital improvements, to correct actual and potential health and safety hazards, and to improve services to the public. Engineering services include survey and design, contract administration, cost estimating, maintenance scheduling, transportation system management, facility evaluation, and sign shop operations.
8. General Administration includes Bureau executive and managerial direction, the equal employment opportunity program, and administrative services such as financial management, personnel management, safety, budget and program development, procurement, property management, records and directives, program evaluation, congressional liaison, and public information. Bureauwide fixed costs consisting of space leasing, postage, communications, costs for transfer of duty stations, unemployment and workers compensation, and departmental services are also funded under general administration.

Appropriation Language Sheet

Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$393,849,000] \$364,524,000.

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359;
43 U.S.C. 2, 31(a), 52, 315, 1181 a, b, d-f, 1701;
78 Stat. 986; Department of the Interior and Related
Agencies Appropriations Act, 1985, as included in
Public Law 98-473.)

Appropriation Language Citations

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$393,849,000] \$364,524,000.

16 U.S.C. 594
30 U.S.C. 181 et seq.
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 et seq.
78 Stat. 986
P.L. 98-473

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

30 U.S.C. 181 et seq., provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359 provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anywise respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315 provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the public lands, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq. provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, and exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

P.L. 98-473, the Department of the Interior and Related Agencies Appropriations Act, 1985, as included in this public law, provides funding for BLM programs in FY 1985.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1985 Budget
(in thousands of dollars)

Format of Fiscal 1985 Congressional Budget Submission		Format of Fiscal 1986 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1985 Budget	Appropriation/Activity/Subactivity	Amount 1985 Budget
<u>Management of Lands and Resources</u>		<u>Management of Lands and Resources</u>	
1. Energy and Minerals Management		1. Energy and Minerals Management	
A. Energy Resources	66,210	A. Fluid Energy Minerals	45,521
Oil and Gas	42,294	Oil and Gas	42,294
Coal	18,382	Geothermal	3,227
Geothermal	3,227		
Oil Shale and Tar Sands	2,307	B. Solid Energy Minerals	20,689
		Coal	18,382
		Oil Shale and Tar Sands	2,307
B. Nonenergy Minerals	15,005	C. Nonenergy Minerals	15,005
Mineral Materials Sales	2,327	Mineral Materials Sales	2,327
Mining Law Administration	7,920	Mining Law Administration	7,920
Mineral Leasing	4,141	Mineral Leasing	4,141
Uranium Operations	617	Uranium Operations	617
2. Lands and Realty Management		2. Lands and Realty Management	
A. Realty Operations	37,800	A. Realty Operations	37,800
Energy Realty	6,715	Rights-of-Way	7,800
Nonenergy Realty	17,913	Lower 48 Lands Program	16,828
Alaska Lands Program	13,172	Alaska Lands Program	13,172
B. Withdrawal Processing and Review	4,034	B. Withdrawal Processing and Review	4,034
3. All Other	262,804	3. All Other	262,804
Total	385,853	Total	385,853

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1986 Budget
(in thousands of dollars)

Format of Fiscal 1985 Congressional Budget Submission	Format of Fiscal 1986 Congressional Budget Submission
Appropriation/Activity/Subactivity	Appropriation/Activity/Subactivity
Amount 1986 Budget	Amount 1986 Budget
<u>Management of Lands and Resources</u>	
1. Energy and Minerals Management	1. Energy and Minerals Management
A. Energy Resources	A. Fluid Energy Minerals
Oil and Gas	Oil and Gas
Coal	Geothermal
Geothermal	
Oil Shale/Tar Sands	B. Solid Energy Minerals
	Coal
	Oil Shale and Tar Sands
B. Nonenergy Minerals	C. Nonenergy Minerals
Mineral Materials Sales	Mineral Materials Sales
Mining Law Administration	Mining Law Administration
Mineral Leasing	Mineral Leasing
Uranium Operations	Uranium Operations
2. Lands and Realty Management	2. Lands and Realty Management
A. Realty Operations	A. Realty Operations
Energy Realty	Rights-of-Way
Nonenergy Realty	Lower 48 Lands Program
Alaska Lands Program	Alaska Lands Program
B. Withdrawal Processing and Review	B. Withdrawal Processing and Review
3. All Other	3. All Other
Total	Total

Justification for Proposed Change to BLM Activity/Subactivity Structure

Management of Lands and Resources

1. Energy and Minerals Management: Changes in Energy and Minerals Management reflect a more logical grouping of program elements in line with current Bureau functions and organizations resulting from the 1983 merger of MMS onshore minerals management functions into the BLM, and to provide better identification of the different energy management programs in summary tables.
2. Lands and Realty Management: The change in Lands and Realty Management reflects a program adjustment in the Realty Operations subactivity to eliminate the "Energy Realty" and "Nonenergy Realty" categories and to group all rights-of-way (both energy and nonenergy) work under the new program element "Rights-of-Way," while the "Lower 48 Lands Program" encompasses all other previous activities of Nonenergy Realty work outside Alaska programs.

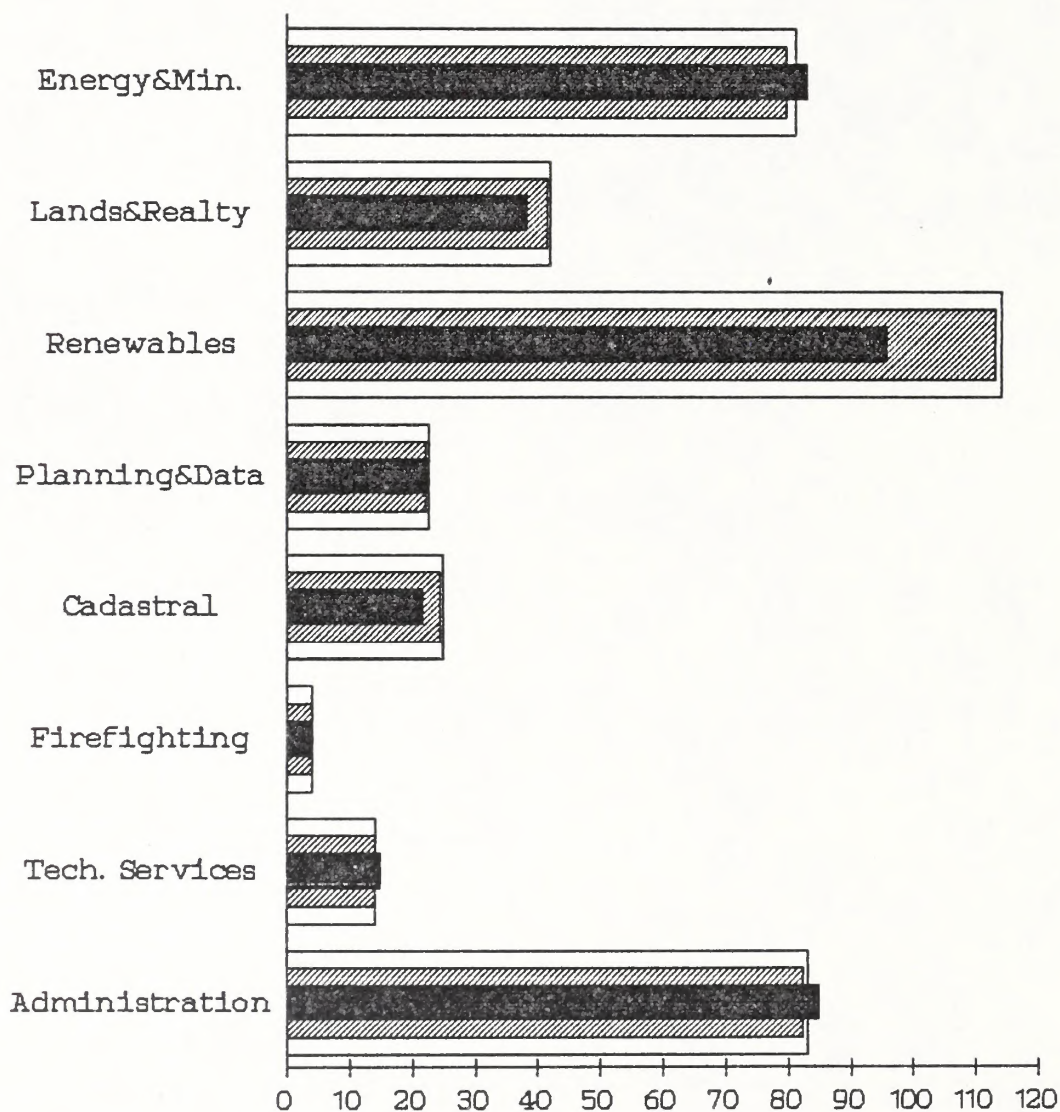
Summary of Requirements

Appropriation: Management of Lands and Resources	FTE-T	Amount
Summary of Base Adjustments:		
Appropriation, 1985	8,691	385,972
Transfer to other appropriations:		
To "Office of the Solicitor"	-4	-119
Appropriation currently available, FY 1985	8,687	385,853
Base Adjustments:		
Total adjustment for FY 1985 pay increase	---	+8,341
Proposed 1986 pay cut	---	-8,554
Transfers (within the appropriation):		
From Energy and Minerals Management, Nonenergy Minerals		
(Mineral Materials Sales)	-4	-200
To Renewable Resources Management, Recreation Management		
(Cultural Resources Management)	+4	+200
Net, transfers	---	---
Anticipated savings from management initiatives:		
Improved position management initiative	---	-1,235
10% reduction in headquarters and administrative		
expenditures and other productivity initiatives	-158	-5,414
Net anticipated savings from management		
initiatives	-158	-6,649
Other increases and/or decreases:		
Employees Compensation Fund (BEC)		+479
Unemployment compensation payments	---	+500
Rental payments to GSA	---	+1,115
Net, other increases and/or decreases	---	+2,094
1986 Base Budget	8,529	381,085

MANAGEMENT OF LANDS AND RESOURCES

Dollars in Millions

■ 1986 Est
▨ 1986 Base
□ 1985 Enact



Justification of Base Adjustments

Management of Lands and Resources

	<u>FTE</u>	<u>Amount</u>
<u>Total adjustment for 1985 pay increase</u>	---	+\$8,341
Anticipated 1985 pay increase reimbursement	---	+2,000
Amount of 1985 pay increase to be absorbed	---	+4,344
Total cost in 1985 of pay increase	---	+6,344
Adjustment for full-year cost in 1986 of 1985 pay increase	---	+1,997
Total adjustment for 1985 pay increase	---	+8,341

Of the total \$6,344,000 cost of the pay raise in 1985, \$4,344,000 will be absorbed, and \$2,000,000 will be transferred to this appropriation from unobligated balances in other accounts. An additional \$1,997,000 would be required in 1986 to cover the full-year cost of the 1985 pay raise.

The amount absorbed in FY 1985 for the pay cost increase will result in a reduction of some temporary and summer seasonal employment and reduced contract activities. The result will be reductions in lower priority program accomplishments in most activities, especially in on-the-ground data collection, analysis, and completion of range and forest land improvement work undertaken by contract. It will also result in deferral of some maintenance work as well as deferral of certain technical studies, plan preparation, and equipment and supplies and materials purchases.

<u>Proposed 1986 pay cut</u>	---	-\$8,554
------------------------------------	-----	----------

This reduction reflects the reduced pay costs resulting from the 5% pay cut proposed for January 1986.

<u>Transfers</u>	---	---
From Energy and Minerals Management, Nonenergy Minerals (Mineral Materials Sales)	-4	-200
To Renewable Resources Management, Recreation Management (Cultural Resources Management) for transfer of paleontological resources program	+4	+200

This transfer within the appropriation reflects the reclassification of the Bureau's paleontology resources program from the Energy and Minerals Management activity to Renewable Resources Management in line with the reassignment of program management responsibilities for the program.

Improved position management initiative --- -\$1,235

In FY 1986, improved position management will continue as a Government-wide management initiative. Savings of approximately \$1,235,000 are anticipated in this appropriation as a result of reducing the number of positions in the GS-11 to GS-15 grade levels.

10% reduction in headquarters and administrative expenditures and other productivity initiatives -158 -\$5,414

This adjustment reflects anticipated savings in 1986 resulting from improved cost-effectiveness measures and performance in administrative and support functions, including organizational streamlining and functional consolidation in the Bureau headquarters and other administrative organizations, and implementation of other productivity improvements in program operations. (For a more detailed discussion, see BLM-188-189.)

Other increases and/or decreases --- +\$2,094

Employees Compensation Fund --- +479

The increase in the repayment to the Employees Compensation Fund is the result of higher costs for compensation to injured employees. These charges will be reimbursed to the Department of Labor, Employees Compensation Fund, with FY 1986 funds pursuant to Public Law 94-273.

Unemployment compensation payments --- +500

The increase in payment to the Federal Employment Compensation Account (FECA) is the result of higher costs for unemployment compensation payments. These charges will be reimbursed to the Department of Labor, Federal Employment Compensation Fund, in 1985, pursuant to Public Law 96-499.

Rental payments to GSA --- +1,115

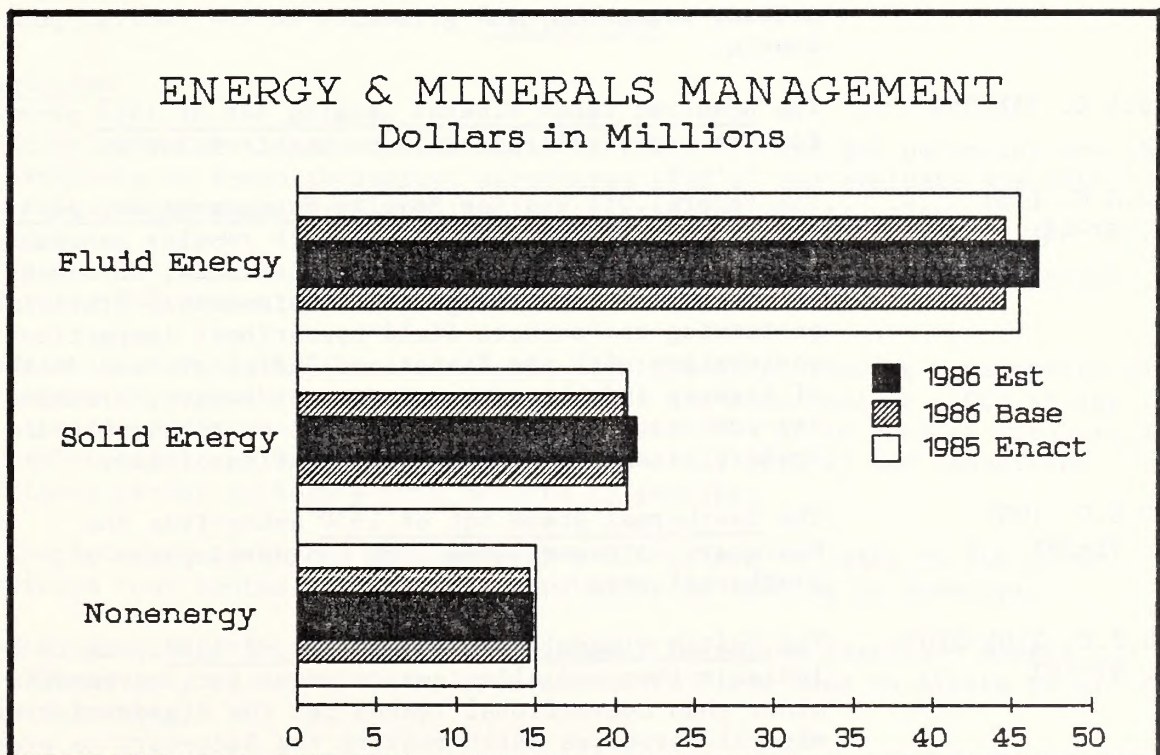
This adjustment reflects increased rental payments to GSA resulting from changes in assignment of space by GSA.

Activity Summary

Activity: Energy and Minerals Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Enacted to Date</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Fluid Energy Minerals	\$43,449	\$45,521	\$44,624	\$46,701	+\$2,077
Solid Energy Minerals	19,568	20,689	20,473	21,323	+850
Nonenergy Minerals	14,111	15,005	14,599	14,793	+194
Total	\$77,128	\$81,215	\$79,696	\$82,817	+\$3,121



Justification of Program and Performance

Activity: Energy and Minerals Management
 Subactivity: Fluid Energy Minerals

(Dollar amounts in thousands)

<u>Program Elements</u>		<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
Oil and Gas	\$	42,294	41,419	43,996	+1,702	+2,577
	(FTE-T)	(1,210)	(1,193)	(1,233)	(+23)	(+40)
Geothermal	\$	3,227	3,205	2,705	-522	-500
	(FTE-T)	(72)	(67)	(61)	(-11)	(-6)
Total	\$	45,521	44,624	46,701	+1,180	+2,077
Requirements	(FTE-T)	(1,282)	(1,260)	(1,294)	(+12)	(+34)

Authorization

30 U.S.C. 181 et seq.
 P.L. 66-146 The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

30 U.S.C. 351-359 The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

30 U.S.C. 1701
 P.L. 97-451 The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to: onshore field operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.

30 U.S.C. 1001
 P.L. 91-581 The Geothermal Steam Act of 1970 authorizes the Secretary to issue leases for the development of geothermal resources.

25 U.S.C. 2101-2107
 P.L. 97-382 The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.

42 U.S.C. 4321, 4331-4335, 4341-4347 The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for the preparation and maintenance of inventories of public land resource values (Section 201(a)).
43 U.S.C. 31(a)	The <u>Act of March 3, 1879</u> , as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of <u>Reorganization Plan No. 3 of 1946</u> transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
25 U.S.C. 396	The <u>Act of March 3, 1909</u> , as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
25 U.S.C. 396(a) actions	The <u>Act of May 11, 1938</u> provides for equivalent in leasing unallotted (tribal) Indian lands.

OIL AND GAS

Objectives

- o Classify Federal lands on the basis of their oil and gas potential and the existence of known geological structures (KGS's) and evaluate specific tracts being considered for leasing or proposed for transfer;
- o Conduct an expanded competitive leasing program as a result of an accelerated KGS determination program;
- o Make land available for oil and gas development by issuing noncompetitive leases through the over-the-counter (OTC) and simultaneous (SOG) filing methods and by processing notices of intent (NOI's) to conduct geophysical exploration, applications for permits to drill (APD's) and associated rights-of-way actions within 30 days of receipt;
- o Complete processing of noncompetitive OTC offers to lease on BLM lands within four months of receipt (i.e., allow no backlog to develop);
- o Hold one competitive sale in the National Petroleum Reserve - Alaska (NPR-A) and, as appropriate, open non-North Slope land in Alaska to oil and gas leasing;
- o Process lease assignments within 90 days of receipt;
- o Process advance rentals submitted as part of the new SOG application requirements;

- o Continue to participate in the Bureau effort to automate Federal land status and mineral lease records to enhance BLM's land management capabilities and provide faster and more reliable service and information to the public;
- o Work with other surface management agencies to ensure the timely processing of oil and gas lease applications awaiting action;
- o Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;
- o Review and act on proposals related to oil and gas operations such as unitization, communitization and gas storage agreements;
- o On the basis of established priorities, conduct on-site inspections of drilling, production, and surface protection operations to ensure environmental protection, safe and workmanlike operations, conservation of the resource, and receipt of proper revenues due to Federal and State governments, Indian Tribes and allottees;
- o Perform Natural Gas Policy Act (NGPA) category determinations for Federal and Indian leases to establish the differentiation required by NGPA regulations;
- o Conduct drainage protection reviews and analyses on Federal and Indian lands (may involve requiring operators to drill protective wells and/or to pay compensatory royalty);
- o Monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;
- o Conduct economic and policy analyses related to oil and gas leasing and lease administration; and
- o Provide economic and resource value determinations for non-lease ventures in response to specific tribal or individual allottee requests.

Base program

Base funding for the oil and gas program is \$41,419,000 and 1,193 FTE.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. Currently there are about 130,000 existing leases on Federal lands covering about 135 million acres, of which about 15,000 leases are in producing status. The program is also responsible for over 14,000 existing leases on Indian lands (nearly 3,500 producing) as well as advising tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases are expected to exceed \$1 billion in 1986.

The proven oil reserves in the United States amount to 35 billion barrels. Based on production, onshore Federal and Indian lands account for an estimated 5 percent of these proven reserves. Total remaining recoverable gas reserves in the United States are estimated at 208 trillion cubic feet. Based on production, an estimated 6.6 percent of these proven reserves are on onshore

Federal and Indian lands. The rate of growth in the number of new Federal and Indian leases and of new wells in production has been between 3 and 5 percent per year for the past 25 years. The number of active leases and acres under lease has grown by about 40 percent over the past 5 years. Even during the 1982-83 nationwide drilling slump, drilling applications on Federal lands declined by less than half the national rate of decline and are now increasing. As the number of producing wells increases, there will be a corresponding increase in BLM's field work associated with post-lease activities.

Leasing Systems and Pre-Lease Workload - Oil and gas leasing is done under both competitive and noncompetitive procedures. Competitive leasing takes place for those lands designated as KGS's in the Continental United States and as favorable petroleum geologic provinces (FPGP's) in Alaska and in the NPR-A. Noncompetitive leases, referred to as over-the-counter (OTC), are issued to the first qualified applicant for lands that have not been previously leased and that are not in either a KGS or FPGP. For lands that have been previously leased and are still not in a KGS or FPGP, new noncompetitive leases, referred to as simultaneous oil and gas (SOG) leases, are issued after a simultaneous filing period. The potential lessee is selected through a computerized, random drawing. Bimonthly drawings have resulted in approximately 9,600 leases issued annually. All drawings are conducted by BLM's Wyoming State Office using a computerized, random selection drawing system. Lands receiving no SOG applications are also available for OTC leasing.

Due to the high levels of leasing in the 1980-1983 period, the leasing workload has shifted away from a large volume of OTC leases toward greater emphasis on SOG leasing and on competitive leasing. This shift will be markedly greater than in past years and is reflected in the base workload estimates. The increase in competitive leasing will have only marginal impact on lease totals because many potential SOG parcels will contain some KGS lands, but the remainder of the parcel will be offered through the SOG process. Because of the larger acreage involved in many of the SOG leases, the acreage leased will not decrease. Cost savings from processing fewer OTC lease applications are offset by the need to process a greater number of SOG parcels and adjudicative work, such as bonding actions, which is expected to increase.

In 1980, a regulatory change was made which increased the maximum size of the area covered by a noncompetitive lease from 2,560 acres to 10,240 acres; consequently, the average size of the area for noncompetitive leases increased from 1,100 acres in 1980 to 1,478 acres in 1983. In FY 1983, nearly 12,000 leases were issued covering 20 million acres and the backlog of OTC applications for leases on BLM land was eliminated. In FY 1984 nearly 7,600 leases were issued covering 10.5 million acres. Competitive leases can encompass up to 640 acres in the Continental United States, up to 2,500 acres in non-North Slope Alaska, and up to 60,000 acres in the NPR-A.

Pre-lease activities include identifying KGS's, making recommendations on the resource value of onshore oil and gas lands to be offered for competitive leasing, exchange, or conveyance; determining adequacy of bids submitted in competitive sales; adjudicating lease offers which may not comply with leasing regulations; and issuing leases.

The oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) in the lower 48 States and the NPR-A are divided among the Treasury (10 percent), the Reclamation Fund (40 percent), and the States in which the leased lands are located (50 percent). Receipts from non-NPR-A areas in Alaska are divided on the basis of 90 percent to the State and 10 percent to the General Fund of the Treasury. In FY 1984, MMS became the agency responsible for collecting, accounting for, and distributing all onshore mineral receipts (except first-year rentals and filing fees). The lease operation approval and inspection functions performed by BLM on all producing Federal and Indian leases are an important element in ensuring that proper royalties are paid, since a part of this function involves the validation of actual production occurring from leases.

Receipts from SOG filing fees amounted to \$86.2 million in FY 1983. The SOG program was suspended in October 1983, and only one filing period was held in FY 1984. This filing period resulted in about \$5 million in applicant fees which only partially offset refunds made during FY 1984 on filings credited to FY 1983 receipts. Thus, in FY 1984, total SOG receipts show a net loss of \$5 million. Receipts of \$30 million are estimated for FY 1985. Filing fees are collected by BLM and deposited directly into the General Fund of the Treasury.

The oil and gas leasing program is dependent on having timely and accurate KGS determinations. Prior to issuance of each noncompetitive lease, it must be determined that the lands covered under the lease application are not within a KGS. Review and update of past classification actions must incorporate successful well completions whether they occur on Federal land or not.

On October 12, 1983, the issuance of leases through the SOG system was suspended. The decision to suspend leasing was prompted by a discovery that lands which should have been included within a KGS were included in an SOG lease offering. The Bureau has taken corrective actions to ensure that no non-competitive leases issued are within KGS's. If the existence or absence of a KGS within the boundaries of the parcel is uncertain, the parcel will not be offered under the SOG or competitive program until a final determination is made. To ensure that KGS's are properly determined, the Bureau has increased its use of geologic information and analysis and provided additional employee training.

The SOG program suspension ended on August 1, 1984, after new rules were issued. At the time of the suspension, it was also determined that some filing services were engaged in fraudulent practices related to the SOG program. The new rule requiring payment of advance rentals with each application should reduce this abuse of the program.

The Bureau will hold at least one NPR-A sale in FY 1986 and issue leases within 180 days of application on Alaska lands opened to noncompetitive oil and gas leasing. Post-lease supervision will increase as lease holders from earlier NPR-A sales (two held in FY 1982 and one each in subsequent years) begin operations.

Post-Lease Work - Once a lease is issued, certain post-lease functions are required in order that the lessee may utilize the rights conveyed by the lease instrument. Leases issued translate into lease assignments, unit agreements, APD's, and other operating proposals. Successful exploration increases

post-lease workload by requiring review of additional development plans, periodic inspections, and enforcement actions when inspections reveal failure to comply with all applicable requirements. Each year, as the total number of leases increases, the post-lease workload associated with both producing and nonproducing leases grows. As more leases terminate, expire, or are relinquished, the work associated with re-leasing through the SOG system also increases. Land openings in Alaska and revocation of both formal and informal withdrawals also increase the demand for over-the-counter leases. While leasing is a discretionary action, post-lease actions are, by and large, mandatory requirements to ensure compliance with the lease instrument and to ensure protection of the other resources present.

Post-lease workload includes processing assignments, reviewing and approving APD's and other operator proposals, and monitoring well activity for potential drainage of Federal or Indian oil and gas. Inspections of industry operations and facilities are conducted on both a scheduled and random basis to help ensure compliance with permit stipulations and regulations and to protect the public and Indian tribes and allottees from unauthorized removal of oil from Federal/Indian wells and production facilities.

The base program includes funding to improve program analysis across the entire spectrum of BLM energy resources management. Economic, policy, and resource assessment analyses of complex issues are performed including the determination of the energy resource base existing on public lands, modification of procedures for identifying the resources available for development, analysis of the systems under which resources are or should be offered for lease or sale, and evaluation of the conditions under which development occurs.

Indian Lands - Capability in the base program is also directed to completing certain actions on Indian lands. The BLM role prior to lease sales on Indian lands is advisory. While BLM may make recommendations concerning resource evaluation matters, pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs (BIA) and the Indian tribes. When requested, BLM provides recommendations as to high bid acceptability. However, the BLM role on Indian lands becomes substantial after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full tribal authority for approval of development and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning lost oil and gas royalties) are normally accepted, but tribes retain the right to make their own decisions. Diligent development reviews of all producing but not fully developed Indian leases are conducted annually by BLM. Inspection and enforcement work is conducted by BLM on Indian land leases.

Inspection and Enforcement (I&E) - The Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982, P.L. 97-451, requires the Secretary to "enforce effectively and uniformly existing regulations under the Mineral Leasing Laws providing for inspection of production activities on lease sites on Federal and Indian Lands." FOGRMA directs the Secretary to establish: (1) a comprehensive inspection system, (2) procedures to ensure inspection at least annually of each lease site producing or expected to produce significant quantities of oil or gas or which has a history of noncompliance with laws or regulations, and (3) adequate training programs for inspectors. In addition, the Secretary has adopted the following recommendations of the Commission on

Fiscal Accountability of the Nation's Energy Resources: (1) develop and implement an inspection and enforcement strategy to ensure lessee compliance, (2) increase the number of inspectors to ensure site security and production verification, (3) conduct fair but firm enforcement when violations are found, (4) impose civil penalties for violations, and (5) monitor inspection and enforcement activities.

To meet these mandates, the Bureau implemented an inspection and enforcement program which will continue in FY 1986 to provide leadership in this area. This program consists of:

- Developing a uniform nationwide inspection and enforcement strategy to assure that: (1) lessees comply with regulations; (2) production is properly handled and reported by the lessee and verified by BLM; (3) environmental and natural resources, including fresh water aquifers, are protected; (4) wells and operational sites are, when no longer needed, properly abandoned; and (5) equipment and procedures are in place to protect health, safety, and property.
- Implementing BLM district office inspection and enforcement plans developed according to strategy criteria, which establish inspection priorities based on profiles of operator compliance, magnitude of production, environmental, health and safety risks, and other factors and which allocate oil and gas inspectors according to priorities and frequency required by type of inspection.
- Implementing uniform and consistent enforcement actions, when violations exist, according to new regulations on assessments and civil penalties.
- Developing, maintaining and improving the automated Onshore Oil and Gas Lease Inventory and Inspection System (MS-1) to: (1) document inspection results, enforcement actions and related activities such as appeals; (2) reduce inspectors' office time; and, (3) provide program oversight.
- Monitoring inspection and enforcement activities by quality assistance teams (QAT's) to ensure that field offices are fully implementing all directives, that lessees are in compliance with applicable regulations, that firm but fair enforcement actions are being taken and that necessary training, guidelines and equipment are provided.
- Recruiting and maintaining: (1) a full oil and gas inspector force necessary to conduct inspections and enforcement actions required by mineral leasing laws and FOGPMA; (2) data entry and clerical personnel to support MS-1 and oil and gas inspectors and (3) experienced petroleum engineers for technical support to District Managers and oil and gas inspectors.
- Providing formal training for new oil and gas inspectors followed by an apprenticeship under experienced inspectors, and providing advanced training for all inspectors on a continuing basis according to the FOGPMA mandate.
- Coordinating with Royalty Management, MMS, for expeditious handling of exception reports.

- Negotiating cooperative agreements with States and Indian tribes for training and for inspection of producing leases when possible to augment Bureau inspection capabilities.

The workload in inspections of producing leases is also affected by the 3 to 5 percent annual growth in the number of leases in production. The Federal Oil and Gas Royalty Management Act (FOGRMA) requires inspection at least annually of those leases which produce, or are expected to produce, significant amounts of oil and gas and those leases held by operators with histories of noncompliance.

In response to the Act, an oil and gas inspection and enforcement strategy has been designed to make the most efficient use of available Federal personnel and funding. This strategy involves establishing priorities and eliminating redundancies through use of statistical sampling methods and cooperative agreements with States, Indian tribes, and other surface-managing agencies. The criteria to be used in establishing priorities include the following: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection, e.g., pre-drilling inspection needed for approval of an APD. In addition, inspections will be scheduled in response to specific requests from MMS's royalty management staff.

In addition to production inspections mandated by FOGRMA, the Bureau will conduct approximately 20,000 drilling, abandonment and other inspections in FY 1986 required by regulations under the Mineral Leasing Acts and FOGRMA. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans. For example, drilling inspections ensure that (1) blow-out prevention equipment is properly in place, (2) H₂S contingency plans and other safety requirements are observed, (3) fresh water aquifers are protected by proper plugging and cementing; and (4) mineral resources such as coal and potash are protected.

Bureau inspectors also witness the abandonment of operations which can occur at any time of the day or night including weekends. Bureau presence is often necessary to ensure proper plugging and cementing of wells. Bond release activities such as proper reclamation and environmental protection also require a Bureau presence.

Drainage Reviews - A potential drainage situation exists when a producing well is withdrawing oil and/or gas from beneath adjacent Federal or Indian lands (leased or unleased) whenever that well is located on: (1) State or privately owned lands, (2) Federal or Indian lands where the revenues from the well are distributed differently from that of the adjacent Federal or Indian acreage, or (3) Federal or Indian lands which are subject to a lower royalty rate than that of adjacent Federal or Indian lands.

Every Federal and Indian lease incorporates the requirement that the lessee drill all wells necessary to protect the leased lands from drainage or, with the consent of the Secretary, to compensate the lessor in full each month for the estimated loss of royalty through drainage in the amount determined by the Secretary. Where the drained acreage is unleased, the Secretary may seek a compensatory agreement with the owner of the offending well, or, when allowed

by law and regulation, may offer the lands for competitive leasing. Thus, if the unleased lands are Federal and are not within a KGS, a KGS must be established or an existing KGS expanded to include the acreage in question.

To determine whether potential drainage exists, the Bureau must screen approximately 50,000 well completions in the U.S. each year to determine whether potential drainage situations have been created. It is estimated that some 6,000 cases will be identified as potential drainage situations each year and, ultimately, that about 250 of these may result in a determination of actual drainage. If the potential exists, the Bureau must notify the Federal lessee and request its plans for protecting the lease by drilling a well or information from the lessee detailing the engineering, geological, and economic rationale to support the contention that drainage is not occurring, and/or that an economic well could not be drilled. Upon review of the plans, the Bureau may decide to conduct an engineering analysis of the potentially offending well to determine whether drainage is actually occurring. A finding that drainage is occurring results in additional actions as described in the preceding paragraph.

Because drainage reviews are government initiated, they have historically been undertaken only when public demand work is completed or when a drainage situation becomes obvious in the course of completing other work. Starting in FY 1984, and continuing in FY 1985, the Bureau expanded its efforts to eliminate the backlog of potential drainage cases. It is estimated that 1,200 full engineering reviews will be required to eliminate a backlog currently estimated at 2,600 cases.

Oil and Gas Program Workload - The workload table below shows the various elements of the planned oil and gas program workload. Totals include actions on both Federal and Indian lands.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Competitive tracts offered	1,400	1,500	1,500	---
SOG parcels posted	4,800	13,000	15,000	+2,000
Over-the-counter lease applications processed	11,000	11,000	8,000	-3,000
Assignments processed	49,000	52,000	52,000	---
APD's processed	4,000	4,300	4,300	---
Other operator proposals processed	22,650	22,650	22,650	---
Inspections conducted	26,000	30,000	30,000	---
Notices of intent (NOI's) and notices of completion (NOC's) approved/revised	3,400	3,400	3,400	---
Unit and other agreements approved/revised	750	800	800	---
Classifications completed	1,000	1,200	1,200	---

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986</u> <u>Base</u>	<u>FY 1986</u> <u>Estimate</u>	<u>Difference</u>
\$	41,419	43,996	+2,577
(FTE-T)	(1,193)	(1,233)	(+40)

A total increase of \$2,577,000 and 40 FTE is requested for FY 1986. The increase is composed of the following:

Inspection and Enforcement (I&E) Workload (+\$700,000 and +17 FTE)

The Federal Oil and Gas Royalty Management Act (FOGRMA) requires an inspection to be made at least annually of those leases which produce or are expected to produce significant amounts of oil and gas and those leases with a history of noncompliance.

Many of the workload elements in the oil and gas program are not isolated but are dependent on other actions. Successful exploration increases post-lease workload by requiring review of additional development plans, additional periodic inspections, and more enforcement actions when inspections reveal failure to comply with lease terms. Each year as the number of nonproducing and producing leases increases, the I&E workload associated with each type of lease increases.

Even if it is assumed that industry demand for new leases is not increasing at present, there will still be a steady annual increase of between 3 and 5 percent in the number of leases in production. For example, from 1981 to 1983 producing wells on jurisdictional lands increased from 16,500 to 19,300. This results in an increase in associated workload for the Bureau, even during a level lease demand situation. The increased number of total leases will require an additional 3,000 inspections. The proposed level of funding will accommodate approximately 90 percent of the identified high priority inspection and enforcement needs.

The increase of \$700,000 and 17 FTE will provide additional inspection capability plus much-needed support staff assistance for recordkeeping and input to royalty accounting systems. Additional inspection effort will ensure that proper activities are occurring on the lease as well as providing proper returns to the Government in revenue.

Classification (KGS's) (+\$600,000 and +11 FTE)

An increase of \$600,000 and 11 FTE is needed to fully accommodate BLM's requirements for classification of oil and gas potential and determination of the existence of known geological structures, including evaluation of specific tracts for competitive leasing. During FY 1984 it became apparent that this portion of the program had fallen below acceptable levels, and an intensive effort was initiated to take corrective action. This need was identified in the FY 1985 Budget Justifications, and increased funding was provided. At that time, it was indicated that the increase would permit the Bureau to stay

current with the new workload, but may not permit us to eliminate the backlog of previously deferred KGS determinations, or to prepare appropriate documentation and maps to support potential appeals of the Bureau's classification actions. Based on the experience to date, the proposed increase is necessary if the total KGS determination backlog is to be eliminated. The work involved in the KGS effort has proven to be more complex than previously expected, and this has slowed the effort to eliminate the entire backlog. This increase also supports the more active SOG and competitive leasing program in FY 1986 by completing an additional 100 KGS classifications.

Competitive Leasing and Post-Lease Workload (+\$500,000, and +8 FTE)

An increase of \$500,000 and 8 FTE is needed to allow the Bureau to handle the substantial workload of post-lease adjustments and operator proposals. The number of lease assignments submitted to BLM for processing has been growing considerably over the past 2-3 years, and a backlog of such assignments awaiting processing has developed. Based on past trends, an estimate of 4,000 additional assignments to be processed in FY 1986 is projected, for a total of 56,000 lease assignments in FY 1986. Competitive leasing is projected to grow. The Bureau plans to offer an additional 200 tracts competitively. Competitive leasing involves substantially greater up-front preparatory work than does noncompetitive leasing. Consequently, additional costs are involved. Further, applications for permits to drill (APD's) to be processed have increased; and an additional 300 are expected to require review and approval above the FY 1986 Base level. Review and approval of APD's is given high priority since this action is a significant step toward drilling and eventual oil and gas development and production. The Bureau objective is to process APD's within 30 days of receipt. Processing and review is handled at the BLM district office level and involves assessment of the operator's proposed drilling plan for conformance with on-the-ground conditions, environmental protection needs, and consistency with land use plus environmental assessments and other activity plans. It often involves contacts with the operator and coordination with other activities. The Bureau expects to process a total of 4,600 APD's in FY 1986. All of these increased efforts to ensure continued energy production require additional funding and personnel resources in the BLM budget.

Cooperative Agreements (+\$777,000 and +4 FTE)

An increase of \$777,000 and 4 FTE is required for cooperative inspection agreements with States and Indian tribes. The development of State and Indian cooperative agreements, a recommendation of the first Linowes Commission, was authorized under Title II, section 202(a) of the Federal Oil and Gas Royalty Management Act of 1982. Section 202(a) limits the use of Federal assistance to those costs directly required to carry out the agreed-upon activities.

The primary purpose of the cooperative agreement program is to augment the Federal oil and gas inspector force to increase frequency of inspections. The primary activity carried out by State and tribal inspectors under an agreement would be inspection of oil and gas operations. State and tribal inspectors participating in the program will go through a period of training similar to that given to new BLM inspectors, i.e., on-the-job training, followed by formal classroom training and then additional on-the-job training.

During the last part of FY 1985, the Bureau expects to initiate several of these cooperative agreements. In FY 1986, it is expected that 13 agreements will be in force, at an estimated cost of about \$46,000 per agreement.

Additional program costs will be incurred for BLM-provided training of State and tribal inspectors, for additional BLM inspectors to provide supplemental on-the-job training, for monitoring of delegated actions, and for annual negotiation of the agreements. These costs are estimated to require \$179,000 and 4 FTE.

Oil and Gas Workload Accomplishments

The planned workload accomplishments at the FY 1986 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Competitive tracts offered	1,500	1,700	+200
SOG parcels posted	15,000	15,000	---
Over-the-counter lease applications processed	8,000	8,000	---
Assignments processed	52,000	56,000	+4,000
APD's processed	4,300	4,600	+300
Other operator proposals processed	23,500	25,000	+1,500
Inspections conducted	30,000	33,000	+3,000
NOI's and NOC's approved/ revised	3,400	3,400	---
Unit and other agreements	800	850	+50
Classification actions completed	1,200	1,300	+100

Distribution of change by object class

The object class distribution for the increase is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	40	\$ 1,160,000
Personnel benefits		185,000
Travel and transportation of persons		78,000
Transportation of things		64,000
Printing and reproduction		30,000
Other services		950,000
Supplies and materials		65,000
Equipment		45,000
Total		\$2,577,000

GEO THERMAL

Objectives

- o Respond to all exploration, development and production proposals in accordance with timeframes contained in the December 1981 BLM/GS/FS interagency agreement for the geothermal program and the June 1984 BLM/FS Interagency Agreement for Mineral Leasing;
- o Evaluate resources of geothermal tracts to be offered for competitive leasing and make timely reviews of known geothermal resource area (KGRA) classifications;
- o Offer all unleased KGRA lands at competitive lease sales;
- o Process noncompetitive lease applications for BLM administered lands within 90 days of receipt and make lands in relinquished leases available for new applications within 90 days of relinquishment;
- o Approve and supervise industry operations on Federal geothermal leases; and
- o Conduct production verifications and inspections of geothermal operations on Federal lands.

Base program

Base funding for the geothermal program is \$3,205,000 and 67 FTE.

Federal lands contain about 60 percent of the known or prospective geothermal resource areas of the United States. Given favorable market conditions, the estimated annual electrical generation potential of Federal geothermal resources is 2,500 megawatts by the year 2000; or the equivalent of about 100,000 barrels of oil per day. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day by the year 2000. Through FY 1984, over 3,000 Federal geothermal leases had been issued covering over 4.5 million acres. These numbers would be higher if statutory limits on acreage holdings were higher. However, if current market conditions do not change, it is possible that industry interest will be limited to no more than 10 million acres by 1990, or about half of the acreage needed to be leased to meet the potential use by the year 2000.

Geothermal leasing is done under both competitive and noncompetitive procedures. Lands designated as KGRA's are leased competitively. Noncompetitive leases are issued to the first qualified applicant for lands available for leasing and not designated as a KGRA.

Under current law, a single geothermal lessee is limited to holding a maximum of 20,480 acres per State. This limitation has been universally criticized as a constraint on the rate of geothermal resource exploration and development and as a deterrent to industry participation in the Federal leasing program. Effective December 26, 1985, the Secretary will have the authority to allow a single lessee to hold up to 51,200 acres in a State. This increase in the acreage limit may be applied on a nationwide basis or selectively. The

Department will take appropriate regulatory action in FY 1986 unless Congress acts sooner. Impacts on the leasing levels are uncertain. There will be no immediate increase in development as a result of a higher acreage limit. However, future years will probably see an increase in development.

The Bureau also has the responsibility of approving and supervising operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, production, and utilization plans and inspections of all operations to ensure compliance with all conservation and environmental standards.

Since FY 1984, program priority has been given to the authorization of post-lease exploration and development proposals, holding KGRA sales, processing new lease applications, and making previously leased lands available for re-leasing.

Workload requirements are shifting from pre-lease, inventory and GEM assessments to post-lease work related to issuing utilization licenses and assignments. A decrease in the number of noncompetitive leases issued and an increase in competitive leases is also expected to occur in FY 1986.

<u>Geothermal Workload</u>			
<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>
Noncompetitive leasing applications	530	550	550
Competitive leasing parcels	120	120	120
Pre-lease permits	215	230	230
Lease adjustments	375	375	375
Post-lease permits	240	240	240
Unit and other agreements	15	15	15
Inspection and enforcement	800	800	800
Unitization licenses	1	5	5

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	3,205	2,705	-500
(FTE-T)	(67)	(61)	(-6)

The decrease of \$500,000 and 6 FTE assumes a slightly lower level of industry demand for leases in FY 1986 and a reduced demand for lease adjustments and post-lease permits. Savings will occur because the costs for NEPA compliance at the leasing stage have declined as a result of eliminating the backlog of lease applications on BLM lands. Currently, the majority of lease applications are on Forest Service lands. Thus, the majority of NEPA costs for leasing will be borne by the Forest Service. Additional savings will be generated by reducing the number of inspections performed. However, Bureau

ability to supervise industry operations on all Federal leases will be maintained. As the geothermal program has matured, it has become evident that the extremely close scrutiny given to operational activities in the initial stages of the program is no longer necessary. At the proposed funding level, fewer lease adjustments will be processed, but adjustments will be given priority when operating and exploration activities depend on the adjustments. Because of lower program costs and activity, the Bureau can meet its anticipated program responsibilities without any program detriment at the proposed lower funding level.

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc.(+) or Dec.(-)</u>
Noncompetitive leasing applications	550	540	-10
Competitive leasing parcels	120	130	+10
Pre-lease permits	230	220	-10
Lease adjustments	375	325	-50
Post-lease permits	240	200	-40
Unit and other agreements	15	15	---
Inspection and enforcement	800	700	-100
Unitization Licenses	5	4	-1

Distribution of change by object class

The object class detail for the proposed decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	6	\$150,000
Personnel benefits		24,000
Travel and transportation of persons		22,000
Transportation of things		20,000
Other services		236,000
Supplies and materials		26,000
Equipment		<u>22,000</u>
Total		\$500,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Solid Energy Minerals

(Dollar amounts in thousands)

Program Elements		1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Coal	\$	18,382	18,199	19,049	+667	+850
	(FTE-T)	(345)	(340)	(352)	(+7)	(+12)
Oil Shale and Tar Sands	\$	2,307	2,274	2,274	-33	---
	(FTE-T)	(50)	(50)	(50)	(---)	(---)
Total	\$	20,689	20,473	21,323	+634	+850
50quirements	(FTE-T)	(395)	(390)	(402)	(+7)	(+12)

Authorization

30 U.S.C. 181 et seq.
P.L. 94-579 The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

42 U.S.C. 4321, 4331-
4335, 4341-4347 The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711
P.L. 94-579 The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance and inventories of public land resource values (section 201(a)).

P.L. 94-377 The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands.

30 U.S.C. 351-359 The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

43 U.S.C. 31(a) The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.

60 Stat. 1099 Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

- 25 U.S.C. 396 The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act.
- 25 U.S.C. 396(a) The Act of May 11, 1938 provides for equivalent actions in leasing unallotted (tribal) Indian lands.
- 25 U.S.C. 2101-2107
P.L. 97-382 The Indian Mineral Development Act of 1982 permits Indian tribes and allottees to enter agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

COAL

Objectives

- o Maintain an orderly process for the leasing of Federal coal by continuing activity planning in support of lease sales in the designated Federal coal production regions;
- o Comply with NEPA requirements for all coal activities on Federal and Indian lands;
- o Ensure public involvement in the land use and activity planning process;
- o Ensure availability of adequate data on Federal coal and other resources for coal land use and activity planning and to ensure that acceptable reclamation procedures are employed;
- o Perform regional coal market analyses for use in the coal activity planning process which reflect the market demands for coal and ensure receipt of fair market value for coal;
- o Expeditiously process coal exploration licenses to ensure timely resource information from private industry drilling. Conduct Federal coal drilling required to "fill in" areas having information gaps from previous private industry drilling and previous government drilling programs;
- o Expand the regional coal team (RCT) role to include setting long-range coal leasing schedules, performing data adequacy reviews, and contributing to the reviews of environmental impact statements, land use plans and activity plans;
- o Meet short-term coal needs by expeditiously processing leases needed to maintain existing production or to avoid by-passing Federal tracts;

- o Complete processing of the outstanding coal preference right lease applications (PRLA's);
- o Take all necessary actions to prevent coal trespass;
- o Process all coal lease readjustments and royalty reduction applications on a timely basis;
- o Conduct production verification checks on Federal and Indian lands;
- o Review, approve, and inspect industry operations related to coal exploration, development and production on Federal lands;
- o Monitor leases for achievement of diligent development and continued operation and ensure a nationally consistent approach to all legal and regulatory responsibilities;
- o Provide assistance to Indian tribes and the Bureau of Indian Affairs (BIA) on leasing of coal tracts on Indian lands; and
- o Review, approve, and inspect exploration, development and production operations on Indian lands and provide technical assistance to tribes and BIA.

Base program

Base funding for the coal program is \$18,199,000 and 340 FTE.

BLM manages about 33 percent of all United States coal and indirectly affects the use of at least an additional 10 percent. As of September 30, 1984, there were 628 Federal coal leases covering 944,550 acres with an estimated 17.6 billion tons of recoverable reserves involving Federal lands and private lands with Federal subsurface coal ownership. There were 117 producing Federal leases in FY 1984. Production from those leases (104.1 million tons) amounted to 12 percent of total United States production. Coal production from Federal lands has increased from 12 million tons in 1970 to the 1983 level. Federal royalties collected by the Department, and verified by BLM, totalled \$57.8 million in FY 1984.

The Bureau's Federal coal management activities fall into two broad categories. These are: (A) Coal Operations which includes the administration of existing leases and the supervision of mining operations; and (B) Coal Leasing which involves reaching decisions to offer unleased Federal coal for lease. These two components are described in detail below. The coal operations component is designed to meet the statutory and regulatory requirements related to active and inactive leases and producing mines. The leasing component is a more discretionary program with specific regulatory requirements necessary before the holding of a sale or issuance of a lease. A shift in the emphasis of the Federal coal management program from coal leasing to coal operations is occurring, in part, because of the gradual maturing of coal leases and some increase in the number of producing leases, but primarily due to the 10-year anniversary of the Federal Coal Leasing Amendments Act (FCLAA) of 1976 and associated requirements such as diligence and lease readjustment. The FY 1986 base program will also implement new coal leasing procedures developed in FY 1985. Because basic coal information is required

to arrive at leasing decisions, portions of the base program and the requested FY 1986 increase will be directed toward improving data for coal land use and activity planning.

A. Coal Operations

The FCLAA of 1976 mandated a major Federal coal operations program. The regulations published in 1979 and 1982 further clarified the Bureau's mandate with respect to coal operations. These requirements are directed toward monitoring a multi-million dollar industry that generates millions of dollars in Federal and State revenues. The Bureau is also responsible for coal operations on Indian tribal and allotted lands. Where intermingled Federal, Indian and private coal ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480.

The Bureau is responsible for administering the mineral leasing laws with respect to coal development and production, resource recovery, and protection of operations on Federal coal leases and licenses. The Office of Surface Mining (OSM) and their counterpart State agencies are responsible for administering the Surface Mining Control and Reclamation Act (SMCRA) of 1977 and its associated reclamation requirements.

In FY 1986 there will be a significant increase in the number of Federal coal leases subject to certain FCLAA provisions (43 CFR 3480) because the Act provided for leases issued prior to August 1976 to have an additional 10 years before readjustment. The increased workload will involve evaluations as well as inspection and enforcement activities. Also, additional workload is involved in accomplishing production verification, lease readjustments, and logical mining unit (LMU) compliance.

The Bureau will continue to investigate instances of alleged coal trespass as a function of its coal lease inspection and enforcement responsibilities.

The following actions explain the requirements of the Secretary's statutory and regulatory mandates:

Inspection and Enforcement (43 CFR 3486): Inspect active operating leases and exploration license activities quarterly and inactive leases and licenses annually to ensure compliance with statutory and regulatory requirements and with lease and license terms and conditions. Develop programs for joint inspections with States and tribes.

Production Verification: As part of the inspection functions, ensure that all lease revenues due from mined coal have been reported accurately.

Compliance: Ensure, through inspections, compliance with the Mineral Leasing Act (MLA) requirements of resource recovery and protection, maximum economic recovery, diligent development, continued operation, resource conservation, prevention of waste, and conservation of the resource.

Readjustments (43 CFR 3451): Determine and establish bond amounts, applicable rental and royalty rates, diligent development and continued operation requirements, and three-year resource recovery and protection plan requirements.

Diligence (43 CFR 3483): Ensure that requirements for diligent development and continued operations are enforced. This includes coal reserve determinations, production crediting, elections, terminations or cancellations, extensions and suspensions, and advance royalty as applicable to all leases and logical mining units.

Exploration Plans (43 CFR 3482.2): For leased or unleased lands, approve original plans or plan modifications. Monitor ongoing exploration and reclamation activities to ensure plan compliance with approved State programs.

Resource Recovery and Protection Plans (R2P2) (43 CFR 3482): Approve original plans and plan modifications. Monitor ongoing mining operations to ensure plan compliance. R2P2's may, as appropriate, cross-reference applications submitted under the Surface Mining Control and Reclamation Act of 1977.

Logical Mining Units (LMU's) (43 CFR 3487): Direct or approve the formation or modification of LMU's. Monitor ongoing mining operations to ensure LMU compliance.

Suspensions and Reductions (43 CFR 3473.4): Act on lessee requests for suspensions of operations and production or temporary royalty rate reductions.

Abandonment (43 CFR 3484.2): Ensure that remaining resources are not adversely impacted prior to abandonment and that all terms and conditions of the lease are in compliance.

Audits and Appeals: Conduct site-specific audits of production facilities in coordination with the Minerals Management Service (MMS) and respond to appeals of orders or decisions made in implementing the Mineral Leasing Act.

During FY 1985 and FY 1986, 104 Federal coal leases will be readjusted to require compliance with the FCLAA. This will bring the total number of leases subject to FCLAA to 435 leases by FY 1986. As readjustments occur on the 20-year anniversary dates of these 435 leases, the operations workload will continue to increase in order to ensure statutory and regulatory compliance, even if few new leases are issued.

FEDERAL LEASE OPERATIONS WORKLOADS

<u>Year</u>	<u>Leases Issued</u>	<u>Leases Readjusted or Modified</u>	<u>Leases Subject to FCLAA</u>
1976-81	46	53	99
1982	41	44	184
1983	21	37	242
1984	5	41	288
1985	N/A	43	331
1986	N/A	50	285
1987	N/A	69	450

Prior to the commencement of mining operations, the operators/lessees may conduct additional exploration in order to clearly define the coal resource and to determine the mining methods and sequence to be used. Prior to final mine plan approval, coordination occurs with MMS for royalty collection and with the Office of Surface Mining (OSM) for reclamation requirements. Coordination between BLM and the operators/lessees ensures that the final mining plan properly reflects the requirements of the Mineral Leasing Act (MLA) as amended by FCLAA, the operating regulations, the lease terms and conditions, and that maximum economic recovery will be obtained pursuant to the approved plan of operations. Receipt, approval, monitoring, and subsequent data analysis are operations functions on producing leases.

Operations activities on nonproducing leases fall into two general categories based on the status of the lease relative to FCLAA. Pre-FCLAA leases are not subject to the diligence requirements of FCLAA until readjustment or modification. For these leases, the operations workload centers around annual on-the-ground inspections to determine if any unauthorized activities (drilling, exploration, or production) are occurring. Authorized activities which fall short of actual production (e.g., exploration, baseline environmental work, etc.) and which occur in compliance with the approved plans are inspected more frequently. The second category of nonproducing leases are those which have been issued, readjusted, or modified since the enactment of FCLAA. These require a significant additional work effort. Recoverable reserves must be determined based on analysis of data supplied by the operator/lessee so that the commercial quantities amount (1 percent of recoverable reserves, by regulation) can be established for diligence purposes. Leases may be consolidated in LMU's, and such LMU formulations are anticipated in FY 1985 and FY 1986. The FCLAA also requires the submittal of a resource recovery and protection plan (R2P2) within 3 years of lease issuance or readjustment after August 4, 1976. Because of these requirements, nonproducing leases generate a workload as large as producing leases.

All producing and nonproducing leases are continually monitored with the lease data and statistics processed through the Solid Leasable Mineral System (SLMS) to ensure compliance with regulations and lease-term requirements and to ensure timely readjustments of the lease terms.

B. Coal Leasing

In response to 1984 reports by the Commission on Fair Market Value Policy for Federal Coal Leasing and by the Office of Technology Assessment, the Department has studied numerous program revisions in FY 1984 and FY 1985. One primary revision was to delegate to the regional coal teams (RCT's) the responsibility for reviewing leasing levels, land use plans and activity plans, and the development of long-range coal planning schedules. These long-term planning schedules are presently in the early stages of development. Activity planning in the coal production regions will take place consistent with the long-range planning schedules. RCT leasing recommendations will be based on input determined by current market analyses conducted by the BLM.

Activities such as leasing by application for both emergency leasing and leasing outside coal production regions, processing preference right lease applications and evaluating existing land use and activity plans are conducted using revised appraisal procedures and sale techniques where appropriate. Other activities that continue include the issuance of coal exploration licenses and lease modifications.

The Department encourages private industry to perform drilling to gather additional resource information. Private industry drilling will be used to complement data gathered by Federally-conducted coal drilling. The Federal Government plans to conduct drilling to "fill-in" locations having information gaps. The program emphasis will be on improving data adequacy for future land use and activity planning, meeting National Environmental Policy Act (NEPA) mandates, and enhancing market analysis procedures. All accumulated data will be used to evaluate coal quality, quantity, and other subsurface resource information. This information is necessary for two distinct but related phases of the coal leasing process. During land use planning, drilling information is used to determine the development potential of Federal coal. Development potential is a basic component for further analysis in land use and activity planning. Second, the results of the drilling will also be used to delineate and select specific tracts for leasing and to conduct tract appraisals and market analyses.

The Federal coal leasing program is presently undergoing review and revision in response to recommendations and policy options presented by reports of the Commission on Fair Market Value Policy for Federal Coal Leasing and the Office of Technology Assessment, as well as the Department's own review of the program. In addition, BLM is preparing a supplement to the 1979 environmental impact statement on the coal program because numerous changes in the program have been made or proposed since 1979 and because the market conditions that formed the basis for the 1979 analysis may have changed. A draft EIS supplement is to be released in mid-July 1985. Decisions on the nature and structure of the program will be made shortly thereafter, based on the findings of the EIS supplement and the program review. Full resumption of coal program activities in accordance with these program decisions is expected to occur by the end of FY 1985.

Coal Program Workload

	FY 1984	FY 1985	FY 1986	Inc. (+) or Dec. (-)
<u>Workload Measures</u>	<u>Actual</u>	<u>Estimate</u>	<u>Base</u>	
Post-lease Management				
Actions Completed	2,370	2,408	2,812	+404
Inspections Conducted	2,448	2,400	5,028	+2,628
Lease Administration Actions	1,710	1,612	1,979	+367
Exploration Licenses/				
Permits Processed	122	234	285	+51
Unsuitability Petitions	---	1	1	---

<u>Workload Measures</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Environmental Impact Statements	---	---	2	+2
Leases by Application	---	---	1	+1
PRLA's Processed	---	53	67	+14
Regional Sales	---	---	---	---
Emergency Sales	3	2	20	+18
Lease Adjustments	498	376	497	+121
Lease Exchanges	2	3	1	-2
Technical Investigation Projects	6	3	3	---
GEM (000 acres)	400	330	330	---
Land Use Plans	---	1	1	---
Classification & Economic Eval./No. of Drill Holes	78	140	160	+20
Activity Plans	---	---	---	---

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	18,199	19,049	+850
(FTE-T)	(340)	(352)	(+12)

A total increase of \$850,000 and 12 FTE is proposed for FY 1986. The increase is composed of the major components described below.

o Planning and Analysis Workload: +\$157,000

As a result of program reviews and changes in leasing program procedures, the RCT's responsibilities are being expanded to include the review of data adequacy for quality assurance and the development of long-range coal planning schedules. In addition more public involvement and Federal/State consultations will increase the steps and time required to prepare land use and coal activity plans prior to the announcement of future lease sales and the issuance of leases.

These plans use the drilling, technical investigations and other resource data for the application of unsuitability criteria and for the preparation of market analyses, tract delineation, and regional EIS's. An increase of \$157,000 will be used in support of land use and activity plans.

However, since the Secretary will not make final decisions on all leasing program procedures until late in FY 1985 and until a supplement to the Coal Leasing Programmatic EIS is completed, it is possible that some modifications to the FY 1986 Estimate and workload accomplishments may have to be submitted at a later date.

- o Post-Lease Management: + \$384,000 and 7 FTE.

Twenty-four additional resource recovery and protection plans will require review and field assessment during FY 1986. The increase in reviews, coupled with the 56-unit increase in diligence and continued operation compliance reviews, coincides with the number of leases requiring compliance with FCLAA. This includes diligent development and continued operations, resource recovery plans, commercial quantities determinations and maximum economic recovery determinations.

An additional 25 actions will be required to determine and establish bond requirements on existing leases and to administer leases qualified for advanced regulations in lieu of continued operations. It is expected that six additional applications will be reviewed for crediting production. Quality assurance for each lease is maintained to prevent the loss of revenues during the active and inactive stages of the lease. Furthermore, payments are determined for advance royalties in lieu of continued operations.

- o Inspection and Enforcement: + \$152,000 and 3 FTE.

An additional 68 verifications of production will be required in FY 1986 as existing leases come into production and the enforcement of diligence and continued operations become effective for current non-producing leases. This will involve the inspection of operating leases on a quarterly schedule and inactive leases on an annual schedule. These leases will be field inspected for exploration activities and production verification. Production verifications are necessary to ensure that proper royalty payments are made to the Federal Government and to Indian tribes for production from public and Indian lands.

- o Lease Adjustments: + \$157,000 and 2 FTE.

During 1986, 38 Federal coal leases will be readjusted to comply with FCLAA and 43 CFR 3451. Readjustments occur on the 20-year anniversary date of a coal lease issued prior to 1976. The Bureau will process 35 additional coal lease assignments during FY 1986 and conduct 22 more lease reserve determinations and 4 additional LMU determinations. An additional 40 coal leases will require lease term and condition reviews, modifications and adjustments in FY 1986. These terms and conditions reviews involve determining appropriate rental rates and readjustments for applicable rates. In addition, new diligent development and continued operations and three-year resource recovery/protection plan requirements are included in lease readjustments.

<u>Workload Measures</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Environmental Impact Statements	---	---	2	+2
Leases by Application	---	---	1	+1
PRLA's Processed	---	53	67	+14
Regional Sales	---	---	---	---
Emergency Sales	3	2	20	+18
Lease Adjustments	498	376	497	+121
Lease Exchanges	2	3	1	-2
Technical Investigation Projects	6	3	3	---
GEM (000 acres)	400	330	330	---
Land Use Plans	---	1	1	---
Classification & Economic Eval./No. of Drill Holes	78	140	160	+20
Activity Plans	---	---	---	---

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	18,199	19,049	+850
(FTE-T)	(340)	(352)	(+12)

A total increase of \$850,000 and 12 FTE is proposed for FY 1986. The increase is composed of the major components described below.

o Planning and Analysis Workload: +\$157,000

As a result of program reviews and changes in leasing program procedures, the RCT's responsibilities are being expanded to include the review of data adequacy for quality assurance and the development of long-range coal planning schedules. In addition more public involvement and Federal/State consultations will increase the steps and time required to prepare land use and coal activity plans prior to the announcement of future lease sales and the issuance of leases.

These plans use the drilling, technical investigations and other resource data for the application of unsuitability criteria and for the preparation of market analyses, tract delineation, and regional EIS's. An increase of \$157,000 will be used in support of land use and activity plans.

However, since the Secretary will not make final decisions on all leasing program procedures until late in FY 1985 and until a supplement to the Coal Leasing Programmatic EIS is completed, it is possible that some modifications to the FY 1986 Estimate and workload accomplishments may have to be submitted at a later date.

- o Post-Lease Management: + \$384,000 and 7 FTE.

Twenty-four additional resource recovery and protection plans will require review and field assessment during FY 1986. The increase in reviews, coupled with the 56-unit increase in diligence and continued operation compliance reviews, coincides with the number of leases requiring compliance with FCLAA. This includes diligent development and continued operations, resource recovery plans, commercial quantities determinations and maximum economic recovery determinations.

An additional 25 actions will be required to determine and establish bond requirements on existing leases and to administer leases qualified for advanced regulations in lieu of continued operations. It is expected that six additional applications will be reviewed for crediting production. Quality assurance for each lease is maintained to prevent the loss of revenues during the active and inactive stages of the lease. Furthermore, payments are determined for advance royalties in lieu of continued operations.

- o Inspection and Enforcement: + \$152,000 and 3 FTE.

An additional 68 verifications of production will be required in FY 1986 as existing leases come into production and the enforcement of diligence and continued operations become effective for current non-producing leases. This will involve the inspection of operating leases on a quarterly schedule and inactive leases on an annual schedule. These leases will be field inspected for exploration activities and production verification. Production verifications are necessary to ensure that proper royalty payments are made to the Federal Government and to Indian tribes for production from public and Indian lands.

- o Lease Adjustments: + \$157,000 and 2 FTE.

During 1986, 38 Federal coal leases will be readjusted to comply with FCLAA and 43 CFR 3451. Readjustments occur on the 20-year anniversary date of a coal lease issued prior to 1976. The Bureau will process 35 additional coal lease assignments during FY 1986 and conduct 22 more lease reserve determinations and 4 additional LMU determinations. An additional 40 coal leases will require lease term and condition reviews, modifications and adjustments in FY 1986. These terms and conditions reviews involve determining appropriate rental rates and readjustments for applicable rates. In addition, new diligent development and continued operations and three-year resource recovery/protection plan requirements are included in lease readjustments.

Coal Program Workload

<u>Workload Measures</u>	<u>FY 1986</u> <u>Base</u>	<u>FY 1986</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>or</u> <u>Dec. (-)</u>
Post-lease Management			
Actions Completed	2,812	2,917	+105
Inspections	5,028	5,096	+68
Lease Administration Actions	1,979	2,129	+150
Exploration Licenses/Permits Processed	285	285	---
Unsuitability Petitions	1	1	---
Environmental Impact Statements	2	2	---
Leases by Application	1	1	---
PRLA's Processed	67	67	---
Regional Sales	---	1	+1
Emergency Sales	20	20	---
Lease Adjustments	497	636	+139
Lease Exchanges	1	3	+2
Technical Investigation Projects	3	---	-3
GEM (000 Acres)	330	330	---
Land Use Plans	1	2	+1
Classification & Economic Eval./No. of Drill Holes	160	160	---
Activity Plans	---	2	+2

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	12	\$300,000
Personnel benefits		39,000
Travel and transportation of persons		25,000
Transportation of things		13,000
Communications, utilities, and other rent		30,000
Printing and reproduction		12,000
Other services		398,000
Supplies and materials		20,000
Equipment		13,000
Total		\$850,000

OIL SHALE AND TAR SANDS

Objectives

- o Hold Regional Oil Shale Team (ROST) meetings to assess demand for Federal oil shale development, monitor existing oil shale leases, and coordinate with Oil Shale Environmental Advisory Panel;
- o Review oil shale minimum royalty production credits;
- o Extend planning analysis to evaluate oil shale and tar sands resource values for tracts to be offered in competitive lease sales and for cases involving disposal and exchange of lands;
- o Review, approve and inspect industry operations related to development and production on Federal lands;
- o Complete the processing and lease issuance for conversion of existing oil and gas leases in special tar sands areas to combined hydrocarbon leases and complete associated conversion EA's and EIS's;
- o Complete required activity planning and site-specific NEPA analysis to support second-round combined hydrocarbon lease sale and hold lease sale if there is sufficient demand; and
- o Ensure compliance with tar sands lease stipulations through compliance checks.

FY 1986 program

The FY 1986 Base and Estimate for the oil shale/tar sands program is \$2,274,000 and 50 FTE.

Public lands in Colorado, Utah, and Wyoming contain the equivalent of about 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the Nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion barrels of oil from oil shale, and 2-3 billion barrels of oil from tar sands. Maintaining an orderly monitoring system is critical to determine future leasing needs.

In addition to offering Federal oil shale and tar sands for development through lease sale, BLM is also responsible for supervising development operations on oil shale and tar sands leases. These responsibilities include engineering, environmental, and economic studies of operations on the existing oil shale leases and combined hydrocarbon leases, as required by the lease terms, and inspection of all operations on leased lands to ensure that requirements for conservation of resources and environmental standards are met.

Oil Shale

There are four oil shale leases in effect, two in Colorado and two in Utah. Operations are being conducted on all of these leases.

The major FY 1986 workload elements in the oil shale program will include: compliance and inspection work on existing leases, processing modifications in

operating plans, coordination with State and local agencies, and completing environmental assessments. Because of a dramatic reduction in commercial development activities at the existing prototype leases, particularly in Colorado, the inspection and production verification workload is expected to decrease significantly in FY 1986. Major FY 1985 workload elements in the permanent oil shale program include: (1) completion of the Bookcliffs RMP in Utah and the Piceance Basin RMP in Colorado, and (2) completion of final regulations for Federal oil shale management. The two RMP's will serve as the basis for ROST meetings in FY 1986 to evaluate the demand for Federal oil shale development.

Section 20 of the Mineral Leasing Act of 1920, as amended, (30 U.S.C. 181) authorizes the Secretary of the Interior to lease Federal oil shale and, accordingly, to initiate a permanent oil shale program. This same authority served as the statutory basis for initiation and implementation of the current prototype oil shale program.

Tar Sands

Major FY 1986 workload elements in the tar sands program will include processing assignments and issuing geophysical exploration permits and exploration licenses related to the leases expected to be issued in FY 1984 and FY 1985. In addition, the last conversion applications for oil and gas leases and mining claims and required associated NEPA work will be completed. Other activities will include resource evaluation and site-specific environmental analyses of the potential tracts to be considered in preparation for holding a second-round combined hydrocarbon lease sale in FY 1986, if there is sufficient demand.

The classification and resource evaluation program for these commodities is accomplished by developing geologic, engineering, and economic information from data submitted by the lessees, acquired through field examination, or obtained from the Geological Survey or other Federal agencies. Such information is required in selecting tracts of Federal land for lease and determining the resource values of tracts to be offered for competitive lease, exchange, or conveyance.

The workload in the oil shale and tar sands program is estimated as follows:

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
<u>OIL SHALE</u>				
Land-use plans				
(RMP's) completed	---	2	---	-2
Activity plans	---	2	---	-2
Detailed development				
plans reviewed	1	4	6	+2
Lessee submissions reviewed	1	2	4	+2
Inspections/compliance/ product verifications				
performed	300	254	108	-146
Environmental actions	2	6	9	+3
Monitoring studies	8	17	22	+5
GEM assessments (000 acres)	196	396	385	-11

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
<u>TAR SANDS</u>				
Combined hydrocarbon conversion leases issued	11	45	9	-36
Exploration licenses issued	3	3	3	---
Geophysical exploration permits issued	5	8	8	---
Leasing plans prepared	---	18	53	+35
Competitive lease sales	---	1	1	---
Competitive leases issued	---	7	5	-2
Assignments processed	---	---	6	+6
Plans of development reviewed	13	25	25	---
Tracts evaluated	7	5	---	-5
Exploration plans approved	---	30	30	---
EIS's completed	2	3	1	-2
EA's completed	---	6	---	-6

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Nonenergy Minerals

(Dollar amounts in thousands)

Program Elements		FY 1985 Enacted to Date	FY 1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Mineral Materials	\$	2,327	2,125	2,125	-202	---
Sales	(FTE-T)	(66)	(62)	(62)	(-4)	(---)
Mining Law	\$	7,920	7,739	7,933	+13	+194
Administration	(FTE-T)	(230)	(227)	(231)	(+1)	(+4)
Mineral Leasing	\$	4,141	4,118	4,118	-23	---
	(FTE-T)	(95)	(95)	(95)	(---)	(---)
Uranium Operations	\$	617	617	617	---	---
	(FTE-T)	(12)	(12)	(12)	(---)	(---)
Total Requirements	\$	15,005	14,599	14,793	-212	+194
	(FTE-T)	(403)	(396)	(400)	(-3)	(+4)

Authorization

43 U.S.C. 1732, 1744 P.L. 94-579	<u>Federal Land Policy and Management Act of 1976</u> , section 302(b), authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the public lands; and section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work.
60 Stat. 1099	Section 402 of <u>Reorganization Plan No. 3 of 1946</u> transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
30 U.S.C. 181 <u>et seq.</u> P.L. 66-146	<u>The Mineral Leasing Act of 1920</u> , as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium and gilsonite on the public domain.
30 U.S.C. 601 <u>et seq.</u>	<u>The Material Sales Act of 1947</u> , as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.
43 U.S.C. 31(a)	The <u>Act of March 3, 1879</u> , as amended, provides for the classification of the public lands and examination of the mineral resources and products of the national domain.

- 30 U.S.C. 351-359 The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
- 30 U.S.C. 1701
P.L. 97-451 The Federal Oil and Gas Royalty Management Act of 1982 is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
- 30 U.S.C. 22 et seq. The Mining Law of 1872, as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified States, mostly in the West.

MINERAL MATERIALS SALES

Objectives

- o Issue 670 sales contracts making mineral materials available for private and energy-related needs; and
- o Issue 650 free-use permits to State and local governments.

FY 1986 program

The FY 1986 Base and Estimate for the mineral materials sales program is \$2,125,000 and 62 FTE.

The public lands provide an important source of mineral materials such as building stone, sand, gravel, and common borrow which are used in construction work and for energy and other industrial development. BLM sells mineral materials both competitively and noncompetitively. The revenue from sales exceeds the funding level for the program as a whole. In addition, large volumes of mineral materials are provided at no charge to qualified governmental entities for use in highway and other public projects. Community pits and common use areas are established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales and to restrict surface disturbance and use to designated areas.

Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the disposal contracts. Bureau personnel perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials used, and to prevent or take action on any unauthorized removal of mineral materials.

The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available from the public lands, there would be a significant impact on community, industrial, energy and mineral development in many areas of the Western States.

The FY 1986 program includes a base reduction of \$200,000 and 4 FTE reflecting the transfer of the paleontological resources program to the cultural resources management line item of the recreation management subactivity in the renewable resources management activity.

Mineral Materials Sales Workload

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>
Sales contracts issued	680	670	670
Free use permits issued	660	650	650
Unauthorized use cases processed	34	34	34
GEM assessments (000) acres	450	450	450

MINING LAW ADMINISTRATION

Objectives

- o Process 160 mineral patent applications;
- o Process 700 plans of operation and 2,280 notices of intent for development of critical and strategic minerals and other locatable minerals;
- o Keep records of unpatented mining claims and assessment filings current by recording 195,800 mining claims and 1,400,000 annual filings;
- o Ensure consideration of critical and strategic minerals in land use planning and resulting decisions by performing mineral resource assessments on 400,000 acres; and
- o Support the National Strategic Materials and Minerals Program Advisory Committee.

Base program

Base funding for mining law administration is \$7,739,000 and 227 FTE.

Under this program, BLM administers the provisions of the Mining Law of 1872, as amended, and the pertinent provisions of FLPMA relating to surface management and mining claim recordation. The Bureau determines the validity of unpatented mining claims; issues mineral patents; prepares mineral potential reports for withdrawals, land exchanges, sales and other land disposal actions; administers surface management regulations; and records mining claims and annual assessment filings. This program also includes geologic and mineral resource assessments for multiple use management. These program components are described in more detail below.

- o Geology, Energy and Minerals (GEM) Assessments - Provide information for use in land use planning and the resulting decisionmaking process. Existing geologic and minerals resource information is analyzed and additional data are obtained when required for planning decisions. Resulting decisions can affect the availability of lands for mineral entry; therefore, the quality of the GEM assessment is important to the future availability of possible sources of strategic and critical minerals.
- o Recordation - Since the enactment of FLPMA, the Bureau has recorded a total of 1.9 million mining claims or mill sites, and has also processed 1.0 million annual assessment work filings in FY 1985.
- o Surface management on unpatented mining claims - Under sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802, 3809) designed to prevent unnecessary disturbance to the public lands resulting from operations conducted under the mining laws. For all mining operations other than "casual use," regulations require that either a "plan of operation" or a "notice" be filed with BLM depending on the size of the area of disturbance (over or under five acres). In designated sensitive areas including wilderness study areas, a plan of operation is required for all surface-disturbing operations, regardless of size, to ensure proper site reclamation and to prevent impairment of wilderness values. BLM has 30 days to review a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Approval of plans is automatic unless the applicant is informed within the 30-day timeframe. Field examinations, resource assessments and environmental analyses may be required prior to the approval of plans. Compliance checks are made on each plan or notice to monitor conformance, ensure compliance with environmental stipulations, and ensure the completion of appropriate reclamation.
- o Validity determination - When conditions warrant, the Bureau conducts a mineral examination to determine whether a mining claim meets all legal requirements for a valid discovery under the Mining Law..
- o Processing patent applications - When a mining claimant believes he has developed a valuable mineral deposit, he may apply for patent to the claim. This involves: (1) Adjudication to ensure that the patent application is complete and legally filed; and (2) Field mineral examination by qualified personnel to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent, or initiate contest proceedings to determine the mining claim validity. In some instances the processing of mining claim patent applications and mining claim validity determinations can become complex and costly proceedings involving both extensive legal interpretations and technical information about economics, mining techniques and mineral resource values. Such proceedings can take several years to complete.

Mining Law Administration Workload

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Patent applications processed	150	120	120	---
Mining claims recorded	142,000	150,000	150,000	---
Annual filings processed	860,000	1,000,000	1,000,000	---
Notices reviewed	1,900	2,000	2,000	---
Plans of operation reviewed	500	600	600	---
Compliance checks completed	2,160	4,000	3,500	-500
Validity examinations completed	70	80	70	-10
GEM assessments (000 acres)	200	200	---	-200

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	7,739	7,933	+194
(FTE-T)	(227)	(231)	(+4)

The increase of \$194,000 and 4 FTE is required to fund accomplishment of additional resource evaluation work, thereby improving BLM's effectiveness in administering the surface management regulations (43 CFR 3809, 3802) and ultimately preventing unnecessary disturbance to the public lands from operations conducted under the mining laws. This additional funding will enable BLM to increase the number of validity examinations completed and GEM assessments performed in FY 1986 as indicated on the following table:.

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Patent applications processed	120	120	---
Mining claims recorded	150,000	150,000	---
Annual filings processed	1,000,000	1,000,000	---
Notices reviewed	2,000	2,000	---
Plans of operation reviewed	600	600	---
Compliance checks completed	3,500	4,000	+500
Validity examinations completed	70	80	+10
GEM assessments (000 acres)	---	200	+200

Distribution of change by object class

The object class detail for the proposed increase of \$194,000 and 4 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	4	\$106,000
Personnel benefits		17,000
Travel and transportation of persons		8,000
Printing and reproduction		3,000
Other services		60,000
Total		\$194,000

MINERAL LEASING

Objectives

- o Process 554 prospecting permits and 148 lease applications including preparation of geologic reports and mineral economic evaluations and 235 environmental assessments for phosphate, potassium, sodium, and other minerals in order to respond to industry's demand for these commodities;
- o Perform 1,753 inspection/compliance checks to verify conformance with lease stipulations designed to protect surface resources;
- o Perform 73 nonenergy mineral classifications, prepare classification maps, and provide mineral resource assessment data to support land-use planning and provide mineral reports for land disposal and leasing-related actions;
- o Perform post-lease management and supervisory activities on 73 exploratory and extraction operations undertaken by lessees and permittees; and
- o Conduct inspection and enforcement actions, including 153 production verification checks on Federal and Indian lands.

FY 1986 program

The FY 1986 Base and Estimate for the nonenergy mineral leasing program is \$4,118,000 and 95 FTE. Under this program, minerals such as sodium, phosphate, and potassium found on public and Indian lands, and lead, zinc and other strategic minerals found on acquired and Indian lands are managed by the Federal Government. The Mineral Leasing Act of 1920 removed sodium, sulfur, phosphate and potassium from location under the Mining Law of 1872 and provided a leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorizes the leasing of these minerals on acquired lands. The mineral leasing acts provide that (1) the Federal Government will obtain rental and royalty fees, (2) known mineral resource areas will be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a right to a preference right lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of hardrock minerals such as lead and zinc on certain acquired lands. BLM is responsible for minerals resource assessment, classification, leasing, and post-leasing management on public lands, national forest lands and those other Federally-acquired lands where the Federal Government owns part or all of the mineral estate and the lands are open to leasing. BLM is also responsible for supervision of minerals operations on leased Indian lands, pursuant to various Indian leasing laws.

BLM must also (1) inventory and classify land for retention of mineral rights by the government in land disposal actions; (2) provide surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) review, approve, and inspect industry operations related to exploration, development and production; and (4) conduct production checks.

Post-lease management consists of actions taken and decisions made for the regulation of exploratory and extraction operations undertaken by industry after leases or permits are issued. Regulatory functions are performed in accordance with the Department's objectives of orderly and timely development, protection of the environment, and receipt of proper royalties from minerals produced.

Public lands are an important source of several nonenergy minerals as shown in the following table:

<u>Mineral</u>	<u>Percent of National Production from Federal and Indian Lands (Public and Acquired)</u>
Sodium (Soda ash)	37%
Phosphate	10%
Potassium (Potash)	84%
Lead	58%
Zinc	24%

- o Sodium is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash.
- o Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements.
- o Potassium (potash) is used by over 5,000 plants in the production of fertilizers.
- o Lead is one of the most useful industrial metals. Its major uses are in automobile batteries, building and construction, and military and sporting small arms ammunition.
- o Zinc is used in castings and rolled zinc, as a major alloying ingredient in brass, as a protective coating for steel, and as a chemical compound in rubber and paints.

Nonenergy Mineral Leasing Workload

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Prospecting permits issued	682	531	554	+23
Preference right lease applications	49	66	95	+29
Inspections conducted	1,623	1,752	1,794	+42
Product verifications	68	186	186	---
Environmental assessments	235	245	245	---
Mining/exploration plans reviewed	121	142	142	---
Competitive/fringe leases	28	50	53	+3
Classification/competitive leases	81	91	91	---

URANIUM OPERATIONS

Objective

- o Perform management and supervisory activities for uranium lease operations on Federal acquired and Indian lands including review of 40 mining and exploration plans, 400 inspections and 75 environmental assessments for operations on Indian lands.

FY 1986 program

The FY 1986 Base and Estimate for the uranium operations program is \$617,000 and 12 FTE. Uranium is principally used in commercial applications in the generation of electric power, in the manufacturing of airplane counterweights, in uranium oxides for the chemical industry, in defense related applications, and increasingly in radioisotope applications for areas ranging from medicine to space. Public lands provide 5 percent of the Nation's production. In most cases, uranium on Federal lands is a locatable mineral subject to the Mining Law of 1872, rather than a leasable mineral. However, uranium is leasable on Federal acquired lands and on Indian lands. BLM's program activity involves lease and permit application processing as well as supervision and inspection of these leasable uranium operations.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has increased public and tribal awareness of (1) the effects of development on local and regional water supplies, (2) the nature of reclamation and revegetation practices, (3) spoil and mining waste management, (4) resource recovery practices, and (5) overall environmental problems. The lease supervision program addresses these concerns, evaluates their effects, and applies controls to mitigate any adverse impacts. Work efforts associated with analyses for NEPA compliance and operational inspections are expected to continue at FY 1985 levels. All workload measures are associated with Uranium operations on Indian lands.

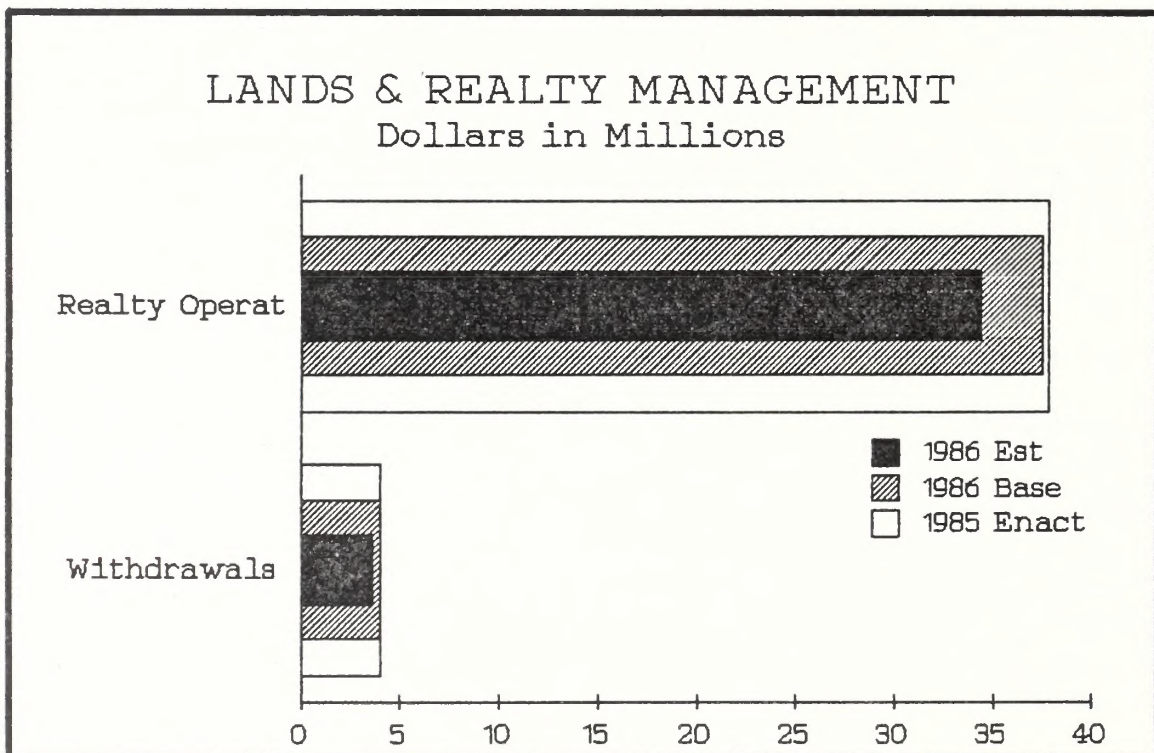
<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Mining and exploration				
plans reviewed	18	35	40	+5
Environmental Assessments	14	24	24	---
Inspections conducted	422	400	400	---
Other management activities	515	95	115	+20
(Lease modifications, meetings with environmental and tribal council groups concerning reclamation issues)				

Activity Summary

Activity: Lands and Realty Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Approp. Enacted</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Realty Operations	\$ 38,075	\$ 37,800	\$ 37,461	\$ 34,431	-3,030
Withdrawal Processing and Review	3,529	4,034	3,985	3,637	-348
Total	\$ 41,604	\$ 41,834	\$ 41,446	\$ 38,068	-3,378



Justification of Program and Performance

Activity: Lands and Realty Management
 Subactivity: Realty Operations

(Dollar amounts in thousands)

<u>Program Elements</u>		<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
Rights-of-Way	\$	7,800	7,743	6,043	-1,757	-1,700
	(FTE-T)	(240)	(239)	(216)	(-24)	(-23)
Lower 48 Lands	\$	16,828	16,578	16,248	-580	-330
Program	(FTE-T)	(489)	(487)	(482)	(-7)	(-5)
Alaska Lands	\$	13,172	13,140	12,140	-1,032	-1,000
Program	(FTE-T)	(306)	(306)	(294)	(-12)	(-12)
Total Requirements	\$	37,800	37,461	34,431	-3,369	-3,030
	(FTE-T)	(1,035)	(1,032)	(992)	(-43)	(-40)

Authorization

43 U.S.C. 1701 P.L. 94-579	<u>The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the Secretary:</u>
43 U.S.C. 1711	- to prepare and maintain inventories of all public lands;
43 U.S.C. 1713,1714	- to sell a tract of public land if the sale of such tract meets certain disposal criteria;
43 U.S.C. 1716	- to exchange public lands if the public interest will be well-served by making that exchange;
43 U.S.C. 1721	- to convey omitted public lands to a qualified occupant if it is in the public interest to do so;
43 U.S.C. 1732	- to manage the use, occupancy, and development of the public lands through leases and permits; and
43 U.S.C. 1761-1771	- to determine suitability of public lands for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way.
30 U.S.C. 185 P.L. 66-146	Section 28 of the <u>Mineral Leasing Act of 1920</u> , as amended, authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

- 43 U.S.C. 315
P.L. 73-482 Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 ^{1/} and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
- 43 U.S.C. 1616(d) Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw, ^{2/} to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.
- 43 U.S.C. 869 The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
- 43 U.S.C. 687b The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
- 16 U.S.C. 1277 Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned properties for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
- 43 U.S.C. 641 Section 4 of the Carey Act of August 18, 1894 authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.

^{1/} Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the non-mineral public land laws.

^{2/} Under various public land orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended [30 U.S.C. Sections 181-287].

43 U.S.C. 321-323	The <u>Desert Land Entry Act of 1877</u> provides for the reclamation by irrigation, of arid and semiarid public lands of the Western States through individual effort and private capital.
43 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> requires the preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.
16 U.S.C. 460 1 P.L. 91-476	The <u>King Range Act of 1970</u> authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
43 U.S.C. 1181 P.L. 75-405	The <u>Conservation of Timber on Certain Lands in Oregon Act of 1937</u> provides for classification of O&C lands more suitable for purposes other than forestry.
23 U.S.C. 932	The <u>Federal Aid Highway Act of 1966</u> provides for the granting of rights-of-way on public lands for highways.
16 U.S.C. 3101 et seq. P.L. 96-487	The <u>Alaska National Interest Lands Conservation Act (ANILCA) of 1980</u> provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes.
P.L. 96-586	<u>Public Law 96-586 (Burton-Santini Act)</u> authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.

RIGHTS-OF-WAY

Objectives

- o Facilitate production and transportation of domestic energy and nonenergy resources by processing rights-of-way (R/W) applications, issuing permits, and monitoring construction involved with the operation and termination of rights-of-way over public land;
- o As a prerequisite to R/W application processing, conduct pre-application meetings and discussions with all prospective R/W applicants to ensure understanding and obtain agreement on distribution of costs;
- o Seek highest actual or reasonable levels of cost reimbursement attainable under existing laws and regulations;
- o Provide funding for those processing costs (including pre-application costs) of R/W's not reimbursable; and

- o Ensure that rights-of-way uses are compatible with other existing and proposed uses of Federal lands through establishment and use of R/W corridor and other appropriate means.

Base program

The FY 1986 Base funding level for the rights-of-way program is \$7,743,000 and 239 FTE.

This program element has been restructured to assemble in one place the non-reimbursable costs of processing all types of energy and nonenergy rights-of-way (R/W). This will allow more efficient tracking of costs for programming, monitoring and funding purposes. The processing of R/W applications, the issuance of R/W permits and the follow-up monitoring of construction are included in this workload.

Rights-of-way casework includes all actions necessary to process public demand applications from individuals, corporations, utility companies, associations and local and State governments for use of public land to construct and use oil and gas pipelines, power transmission lines, energy development and distribution facilities, small rural powerlines and telephone lines, canals, ditches, farm irrigation and stock reservoirs, water pipelines, roads, etc. In some cases, the requests are made to authorize an existing but unauthorized use.

The funding for processing of cost recoverable R/W work continues to be provided through the "Service Charges, Deposits, and Forfeitures" appropriation.

The following table compares actual FY 1984 pre- and post-applications processing with estimated FY 1985 and FY 1986 Base accomplishments.

<u>Workload Measures</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>
Applications under the Mineral Leasing Act where processing of cases costs			
- under \$5,000 (#)	467	570	570
- over \$5,000 (#) <u>1/</u>	---	---	---
Applications under FLPMA where processing of cases costs			
- under \$5,000 (#)	1,134	1,350	1,350
- over \$5,000 (#)	---	5	5
Processing non- reimbursable cases (#)	500	500	500
Pre-application work (cases)	2,582	3,000	3,000

1/ All cases in this category are processed under the Service Charges, Deposits, and Forfeitures Appropriation.

Case processing work includes preparation of preliminary investigations which analyze alternate site possibilities, environmental assessments, appraisals, development of special permit stipulations, and issuance of rights-of-way grants. Monitoring of construction to ensure compliance with permit stipulations is also a workload of this program.

Additionally, work items such as review of other agencies' EIS's on rights-of-way, program management costs not chargeable to applicants, partial funding of BLM's lands and realty training program, corridor planning, and all pre-application work are covered by this program.

The amount of time for pre-application work varies from a few hours for small R/W's to many months for major R/W's. Pre-application work may include formal and informal meetings with prospective applicants; preparation of correspondence; site inspection (determined by the extent of the rights-of-way); review and coordination with planning and other specialties; and in general, ensuring in advance that the application will meet the requirements of both parties in order to expedite processing when the application is received.

(dollars in thousands)

<u>Decrease from 1986 Base</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$ (FTE)	7,743 (239)	6,043 (216)	-1,700 (-23)

Language changes are proposed in FY 1986 for the "Service Charges, Deposits, and Forfeitures" appropriation to clarify what costs constitute reasonable administrative and other costs in relation to what costs are to be reimbursed by the applicant. The new language should clear up the ambiguity of the standing legislation and give a measure of stability to the funding levels, which in the past have been erratic.

Regulations will also be published which will provide a fee schedule for reimbursement of minor or smaller types of R/W's applied for under FLPMA authority and will outline more precisely the effects of the reasonableness criteria stated in FLPMA. The appropriation language change and new regulations should be in place to begin FY 1986.

Implementation of these measures will permit the processing of rights-of-way cases to be funded more heavily through the "Service Charges, Deposits, and Forfeitures" appropriation. Approximately 2,500 cases will be funded partially by reimbursement from the applicant. The remainder are cases which are not cost reimbursable. Only a portion of processing costs for the FLPMA cases will be recoverable due to the reasonableness criteria in FLPMA. Approximately 60 percent of the service charges revenue received will be from minor projects (processing costs under \$5,000) and 40 percent from major projects (processing costs over \$5,000).

The impact of the new regulations on smaller operators will be minor. It is anticipated that, under the fee schedules contained in the proposed regulations, the fee for processing a small R/W will change from an average of \$75 to an average of \$200 for MLA cases and \$300 for FLPMA cases. To our knowledge, few, if any, "small operators" fall under "actual cost" recovery procedures used for major R/W's.

The number of actions which will be processed at the proposed funding level in FY 1986 is as follows:

<u>Workload Measures</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate 1/</u>	<u>Inc. (+) or Dec. (-)</u>
Mineral Leasing Act			
Processing costs			
of cases			
- under \$5,000 (#)	750	570	-180
- over \$5,000 (#)	---	---	---
FLPMA applications			
Processing costs			
of cases			
- under \$5,000 (#)	1,745	1,350	-395
- over \$5,000 (#)	5	5	---

Distribution of change by object class

The object class detail for the proposed decrease of \$1,700,000 and 23 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	23	\$ 690,000
Personnel benefits		90,000
Travel and transportation of persons		60,000
Transportation of things		80,000
Communications, utilities, and other rent		95,000
Printing and reproduction		42,000
Other services		580,000
Supplies and materials		45,000
Equipment		18,000
Total		<u>\$1,700,000</u>

1/ The cases shown are those expected to be completed with the monies deposited from the fee schedules. Processing costs for major MLA cases are expected to be reimbursed 100 percent but for major FLPMA cases only 90 percent because of the "reasonableness" criteria. The major FLPMA cases shown above reflect the 20 percent which will not be recoverable.

LOWER 48 LANDS PROGRAM

Objectives

- o Process land disposal cases, thereby making public lands available to other non-Federal agencies or the private sector where consistent with land use plans or specific legislation;
- o Dispose of public lands that meet disposal criteria at fair market value in order to improve land ownership patterns, improve cost effectiveness of managing Federal lands, and meet community or regional growth needs;
- o Complete land tenure adjustments needed to improve manageability of public land resource values;
- o Process land use authorizations on a current basis;
- o Reduce casework backlogs by 20 percent by the end of FY 1986;
- o Act on cases of unauthorized use; and
- o Maintain and improve the land records system including the implementation of the Automated Land and Mineral Record System (ALMRS); and,
- o Respond promptly to public inquiries for land status.

Base program

Base funding for the Lower 48 Lands program is \$16,578,000 and 487 FTE.

The name of this program has been changed from "nonenergy realty" to "lower 48 lands program"; reflecting the shift of the processing of nonenergy rights-of-way applications and permits from this program to a consolidated rights-of-way program element.

This program provides service to the public by issuing land use authorizations, land tenure adjustments and land disposal actions ^{1/} as authorized in existing laws for the lower 48 states (exclusive of Alaska). Also included in this program is the operation and improvement of the system for maintaining the official public land records and the task of responding to public inquiries about public land status.

^{1/} The category of Land use authorization includes the issuance of grants, leases, or permits for the use of public land for recreation and public purposes, and other non-mineral uses while ownership of the land remains with the Federal Government. Land tenure adjustment is the exchange of parcels of land with non-Federal property owners or with States, or the adjustment of boundaries with other Federal agencies. Land disposal is the patenting of land (transfer of ownership) through sale or other conveyance authorities such as the Desert Land Entry Act and the Airport and Airways Act.

The following workload will be accomplished at the FY 1986 Base funding level:

Workload Measure (# = cases)	FY 1984 Actual	FY 1985 Estimate	FY 1986 Base	Inc. (+) or Dec. (-)
Nonreimbursable R/W processing Recreation and Public Purposes (R&PP) leases and patent applications (#).....	1,300	----*	----*	---
State idemnity selections (000 acres).....	285	310	310	---
Exchanges (000 acres):	31	50	10	-40
State.....	376	140	60	-80
Private.....	64	147	155	+8
Desert land entries (# of cases)	935	676	450	-226
Public land offered for sale (000 acres).....	51	40	40	---
Burton-Santini Act offers (acres).....	700	700	700	---
NM Rio Grande occupancy resolution (# of cases).....	100	90	90	---
Unauthorized use (# of cases)...	310	450	450	---

*Beginning in FY 1985, all rights-of-way (energy and nonenergy) workload is being included in the rights-of-way program.

Land Use Authorizations

Recreation and Public Purposes (R&PP) Act leases and patents generally fall under the "Good Neighbor" concept which embodies the principles of public service and responsiveness to which the Secretary and the Administration are committed. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for economic benefits, recreational use, and other purposes. Land use authorizations processed by BLM assist local governments in meeting basic community service needs. Examples include authorizations for solid waste disposal sites and recreation sites.

Land Tenure Adjustments

As outstanding entitlements under the State Indemnity Selection program are being satisfied, the States are turning increasingly to exchanges to meet land use demands and to consolidate holdings. Private exchange opportunities are also being identified in completed land use plans as a means of consolidating ownership and enhancing the management of both Federal and non-Federal properties. An estimated 215,000 acres will be exchanged at the FY 1986 Base level to the benefit of both the Federal Government and other parties. Action will also be initiated on exchange proposals which will be consummated in FY 1987 and 1988.

"Project Bold," a complex exchange proposal involving the State of Utah and BLM, is not included in the base program acreage estimates. The project, designed to allow a statewide exchange of roughly equivalent value lands in order to block State-owned lands into manageable units, will also remove intermingled State lands from management areas administered by the BLM, National Park Service,

and the military and Indian reservations. Amounts and locations of lands to be exchanged are currently being worked out. If authorizing legislation is enacted, BLM will incur significant additional costs for processing title transfers, record notations, and preparing a new land status map. Funding for this work will then have to be sought through the budgetary process.

Approximately 250,000 acres of public lands are involved in the Navajo-Hopi land re-settlement program in New Mexico and Arizona. This complex program was enacted into law in 1980. On July 1, 1983, the Navajo Tribal Council presented BLM with an application requesting the acquisition of six privately owned ranches in Apache County, Arizona. BLM is currently negotiating with the Arizona landowners to acquire their holdings through land exchanges if possible. One ranch containing 45,517 acres of private land has already been acquired through exchange, and agreements for acquisition of an additional 102,750 acres of private land on 3 ranches should be completed in FY 1985. Extensive work is involved in negotiations with private land owners, identifying other areas of public land suitable for exchange, completing title examinations, cultural clearances and planning steps, performing appraisals and issuing title documents. In addition to these actions in Arizona, the transfer of 35,000 acres of the BLM-administered Paragon Ranch area of New Mexico are awaiting receipt of an amended application from the Navajo Tribe. The transfer of these lands may be completed in FY 1985.

Land Disposals

The Bureau conveyed 31,000 acres of public land to Western States under the State Indemnity Program in FY 1984 and plans to convey an additional 50,000 acres in FY 1985. The Secretary of the Interior has assured the States that indemnity (in-lieu) land selections will be processed promptly in close cooperation with State governments. In a memorandum of understanding with the Western States Land Commissioners Association dated January 1, 1981, BLM agreed that more than one-half million acres should be transferred to the States in fulfillment of the States' outstanding indemnity rights. We anticipate that the States will apply for the remaining acreage of entitlement in FY 1986. BLM will process approximately 10,000 acres in FY 1986, leaving fewer than 10,000 acres remaining for later transfer.

Land sale offerings under the authority of Section 204 of FLPMA will continue at about 40,000 acres per year in FY 1985 and 1986. The objectives of the FLPMA land sale program are to dispose of public lands that would serve higher and better uses in private ownership as identified through a land use planning process, to improve management of Federal lands through the sale of tracts that are isolated or otherwise difficult to manage, and to dispose of lands acquired for a specific purpose that are no longer needed for that purpose or any other Federal purpose.

Work will also continue on sales in Nevada under the Burton-Santini Act, which provides for offering 700 acres annually in Clark County, Nevada.

Desert Land Entry Cases

Some 1,629 applications for desert land entries (DLE's) were on file with the BLM as of October 1, 1984. In FY 1985 a one-time amount of \$500,000 was appropriated specifically for processing DLE applications. Planned accomplishments for FY 1985 were accelerated from 550 cases to 676. The accelerated work accomplishment in FY 1985, together with the declining rate of

new applications being filed (90 in FY 1984), will substantially decrease the backlog of cases awaiting action and result in an FY 1986 Base level workload of 450 cases. The increased rate of case processing will result in only the most labor-intensive and complex cases remaining for processing in FY 1986 and beyond. There are, however, circumstances in the States of Nevada and Idaho which severely limit BLM's ability to control the rate at which DLE cases are processed. Each of these situations is discussed below.

Nevada - BLM and the State of Nevada have a very successful working agreement to ensure that groundwater reserves are not overappropriated. The State Engineer makes a determination in each hydrologic basin as to the number of acres that can be irrigated without a serious overdraft. Only after this determination is made by the State of Nevada water engineer does BLM proceed to examine the land included in the application since, in most cases, there is insufficient water to meet the legal requirements to perfect the application. Thus, it may be neither desirable nor feasible to exceed the current pace of case processing.

Idaho - A November 1982 Idaho Supreme Court decision affected water rights on about 90 percent of the Snake River and its tributaries. Based upon this decision, the Idaho State Department of Water Resources has not acted upon any requests for water permits since December 1982. About 85 percent of the 700 DLE case backlog in Idaho is involved with this decision area. Processing of these cases must be suspended for lack of a showing of water availability. BLM is, therefore, able to process only those DLE's inside the decision area which must be rejected because they do not otherwise meet the DLE disposal criteria. If the Idaho Supreme Court decision is modified or reversed prior to FY 1986, the number of cases processed in Idaho will increase.

The following information is submitted in response to Congressional directives accompanying the FY 1985 appropriations act for status of desert land entry petition/application case completion.

Desert Land Entry Processing Activity, Fiscal Year 1985

State <u>1/</u>	Cases Pending Beginning of FY 1985	Proposed for Completion, FY 1985	Appl. Processed First Quarter, FY 1985
California	22	22	---
Colorado	1	1	---
Idaho	789	185	10
Montana/South Dakota	1	1	---
Nevada	767	418	80
Oregon/Washington	4	4	---
Utah	29	33 <u>2/</u>	---
Wyoming	16	12	---
Total	1,629	676 <u>3/</u>	90

1/ Arizona and New Mexico have no pending DLE petition/application cases.

2/ Includes new petition-applications expected to be received during the year.

3/ Approximately 90 new applications are anticipated in FY 1985, leaving 1,043 cases pending at the beginning of FY 1986.

Unauthorized Use Abatement

Work on resolution of the long-standing dispute over title and unauthorized use in the "New Mexico Rio Grande Occupancy Resolution Area" will continue in FY 1986 at the FY 1985 level.

Resolution of unauthorized use of public lands continues to be accomplished Bureauwide. An inventory of unauthorized agricultural use was initiated in FY 1985 in the State of Idaho. The inventory will continue into FY 1986 and beyond until completed. Case resolution will begin in FY 1985. BLM's base workload of 450 unauthorized use cases for FY 1986 has not been changed due to the fact that resolution of these case types is a very labor-intensive, time-consuming and sensitive process.

Other work essential to completing the responsibilities of the nonenergy realty program includes the preparation of activity plans and amendments to MFP's, the maintenance and updating of a complex series of public land records, and responding to public inquiries regarding land status, availability and application procedures.

Automated Land and Mineral Record System (ALMRS)

The ALMRS effort was initiated in FY 1983 to develop and implement automated procedures for realty and minerals case management, land descriptions, land and minerals ownership/use authorization status, and geographic coordinate data covering all land and minerals ownerships where BLM has a surface and/or sub-surface management interest. The system will allow for logical progression from the existing manual records system to a fully automated system. This will enable BLM to eventually retire its existing hard-copy records which consist of the historical index, master title plat (MTP) and land use plat and which are currently the foundation of the Bureau's lands, minerals, and renewable resources program activities. When fully implemented, ALMRS will contain data for approximately 46,000 townships.

Initial efforts in the ALMRS program have been devoted to automating lands and minerals casework. By October 1, 1984, more than 250,000 cases had been entered into the system which is now capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. These efforts have assisted in identifying and eliminating backlogs in lands and minerals casework.

The next stage of the project involves developing the data bases for legal land description and current status. Systems design will also link these new data bases with the existing case data and the mining claim recordation data base. In 1985, data collection will be completed in the two pilot States of Arizona and New Mexico.

In FY 1986, actual implementation of ALMRS procedures to replace manual records operations in Arizona and New Mexico will begin. This includes automated case tracking, report generation (statistical and title reports among others) and some graphic display capability to replace hard-copy plats for status. Implementation and operation of ALMRS procedures in the remaining BLM State offices will begin in FY 1987. The approach of bringing BLM State offices "on-line" into ALMRS two at a time (as documented in earlier budget submissions) has been dropped in favor of a Bureauwide implementation approach. This new approach

will allow all BLM State offices to gather land status and legal land descriptions for selected areas and to integrate this information with active case data to produce automated reports and status and to adjudicate their land and mineral cases utilizing the greater capabilities of ALMRS in key areas.

The FY 1986 Base includes \$3,006,000 for ALMRS. Additional funding, primarily for equipment and ADP systems development, is identified in the Data Management subactivity.

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	16,578	16,248	-330
(FTE-T)	(487)	(482)	(-5)

As a result of the following efficiency measures, it is anticipated that it will be possible to accomplish the workload units shown in the 1986 base program despite the reduction of \$330,000 and 5 FTE:

- o Decentralization of decisionmaking authority has been largely completed resulting in increased efficiency and streamlined service to the public.
- o ALMRS is being utilized to contribute to the faster, more efficient case recordation and processing/service to clientele.
- o The use of ALMRS for lands recordation maintenance is resulting in a more accurate apportionment of costs to benefiting subactivities.
- o Development of simplified/standardized application procedures.
- o Contracting for support services from outside the BLM will be reduced; work will be performed inhouse.
- o The purchase of new equipment will be minimized.

Distribution of change by object class

The object class detail for the proposed decrease of \$330,000 and 5 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$140,000
Personnel benefits		20,000
Travel and transportation of persons		30,000
Transportation of things		42,000
Printing and reproduction		15,000
Other services		65,000
Supplies and materials		12,000
Equipment		<u>6,000</u>
Total		\$330,000

ALASKA LANDS PROGRAM

Objectives

- o Issue interim conveyances or patents for 2 million acres to Native corporations under the Alaska Native Claims Settlement Act (ANCSA),
- o Convey 3.4 million acres to the State of Alaska,
- o Process 1,100 Native allotment parcels in Alaska to the point of approval for survey, and
- o Process other lands cases in order to expedite the conveyance of lands to the State of Alaska and Native corporations.

Base program

Base funding for the Alaska lands program is \$13,140,000 and 306 FTE.

The base program in Alaska encompasses a number of different actions. The highest priority actions are State and Native conveyances. With base funding in FY 1986, interim conveyances or patents could be issued on 2 million acres of Native corporation selections. Also, 3.4 million acres could be patented or tentatively approved for patent to the State of Alaska. Ultimately, the Native corporations will receive patent to 44 million acres; and the State will receive patent to 104.5 million acres.

The total annual acreage estimates for conveyances to Alaska Native corporations and the State of Alaska have shown a downward trend beginning in FY 1983, because in past years the larger blocks of land having the fewest title conflicts were conveyed. Consequently, the acreage remaining to be conveyed is located in many small units containing most of the title conflicts. In FY 1985, for example, 600 State conveyance documents will be adjudicated totalling 4.2 million acres. In FY 1986 the number of conveyance documents will increase to 650, but the acreage conveyed will decline to 3.4 million acres. In the case of Native conveyances, in FY 1985, 300 conveyance documents will be completed totalling 1.9 million acres. In FY 1986, 350 conveyance documents will be completed totalling 2 million acres. The amount of acreage conveyed is directly dependent upon the final resolution of appeals, adjudication of Native allotments, mining claims, other private inholdings and other valid existing rights, and completion of cadastral surveys of all inholdings and boundaries.

From 1985 through the 1990's, the number of documents processed will increase even though the total acreage conveyed each year will become smaller. At the Base level, about 1,100 Native allotment parcels will be processed to the point of approval for survey.

The following workload will be accomplished at the FY 1986 Base level:

<u>Workload Measures</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Native conveyances (million acres)	2.9	1.9	2.0	+1
State conveyances (million acres)	5.0	4.2	3.4	-.8
Native allotments (parcels)	2,450	1,100	1,100	---
Land use authorizations (cases)	100	100	100	---
Land tenure adjustments (cases)	20	20	20	---
Compliance checks (cases)	50	50	50	---
Unauthorized use (cases)	84	70	70	---

Decrease from the 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	13,140	12,140	-1,000
(FTE-T)	(306)	(294)	(-12)

The following workload will be accomplished in Alaska at the Estimate level as compared to the Base.

<u>Workload Measures</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Native conveyances (million acres)	2.0	2.0	---
State conveyances (million acres)	3.4	3.4	---
Native allotments (parcels)	1,100	850	-250
Land use authorizations (cases)	100	100	---
Land tenure adjustments (cases)	20	20	---
Compliance checks (cases)	50	50	---
Unauthorized use (cases)	70	70	---

Plans are to adjudicate all cases in a given area in order to make the best use of available resources. Because of this, the FY 1986 Estimate is a realistic projection of the amount of Native allotment processing that can be completed in FY 1986. A significant effort in field reviews and adjudication during Fiscal Years 1983 through 1985 has moved many Native allotment cases to the point of being ready for survey. Having a large number of Native allotments ready for survey ensures that patents can be issued to the State of Alaska and the Native corporations at the level planned for Fiscal Year 1986 and beyond.

The costs of completing Native allotment field examinations are factors of location and proximity of parcels to be examined. In FY 1986 concentrated areas of Native allotment parcels will be field examined leaving less concentrated parcels to be examined in FY 1986 and beyond. The number of cases processed will be adequate for the scheduled patent and conveyance schedules.

The relatively low number of acres patented is a reflection of the prior years emphasis on surveying large blocks of areas to be conveyed. In FY 1986, the emphasis will shift to the survey of inholdings within those blocks which will result in a significant increase on patents issued in FY 1987 and beyond.

The Alaska conveyance schedules are:

(acres in millions)					
	<u>FY</u> <u>1983</u>	<u>FY</u> <u>1984</u>	<u>FY</u> <u>1985</u>	<u>FY</u> <u>1986</u>	<u>Future</u>
<u>NATIVE CORPORATIONS</u>					
<u>Interim Conveyances & Patents</u>					
<u>Annually</u>	7.1	2.9	1.9	2.0	6.9
<u>Cumulative Total</u>	30.3	33.2	35.1	37.1	44.0
<u>STATE</u>					
<u>Tentative Approval For Patent</u>					
<u>Annually</u>	9.7	3.1	4.0	3.2	39.3
<u>Cumulative Total</u>	54.9	58.0	62.0	65.2	104.5
<u>Patent</u>					
<u>Annually</u>	.4	.9	.2	.2	81.1
<u>Cumulative Total</u>	22.1	23.0	23.2	23.4	104.5

Distribution of change by object class

The object class detail for the proposed decrease of \$1,000,000 and 12 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	12	\$ 360,000
Personnel benefits		136,000
Travel and transportation of persons		84,000
Printing and reproduction		60,000
Communications, utilities, and other rent		75,000
Other services		250,000
Supplies and materials		35,000
Total		<u>\$1,000,000</u>

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	4,034	3,985	3,637	-397	-348
(FTE-T)	(100)	(99)	(93)	(-7)	(-6)

Authorization

43 U.S.C. 1711,
1714
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA)
of 1976, authorizes the Secretary:

- to review, by October 1991, certain withdrawals existing as of October 21, 1976, to determine whether, and for how long, they should be continued;
- to prepare and maintain inventories of all public lands; and
- to review all withdrawals having a specific effective timeframe.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

43 U.S.C. 687b

The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

43 U.S.C. 315
P.L. 73-482

Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 ^{1/} and to open lands, as appropriate, to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.

^{1/} Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the non-mineral public land laws.

43 U.S.C. 1601(e), 1621 P.L. 92-204	<u>The Alaska Native Claims Settlement Act (ANCSA)</u> , section 3(e) provides that the lands in Alaska withdrawn for the administration of any Federal installation will be the smallest practicable tract as determined by the Secretary of the Interior, and section 12(b) provides for withdrawals and withdrawal review pursuant to the Cook Inlet Region Incorporated (CIRI) entitlement settlement.
16 U.S.C 1621, 30 U.S.C. 181 note P.L. 96-487	Section 12(b) of the <u>Alaska National Interest Lands Conservation Act</u> mandates a review of withdrawals and other types of segregations and establishes a schedule of openings of public lands to operation of the general land laws, mineral leasing and mining.
43 U.S.C 31(a)	<u>The Act of March 3, 1879</u> , authorized classification of public lands.
15 U.S.C. 79	Section 24 of the <u>Federal Power Act</u> as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Objectives

- o Process new withdrawal applications on a current basis;
- o Continue withdrawal revocation processing on a current basis;
- o Continue review of other agencies' withdrawals based on mutually approved schedules;
- o Complete review of all BLM classification orders by FY 1987; and
- o Continue review of waterpower and water storage withdrawals.

Base program

Base funding for the withdrawal processing and review program is \$3,985,000 and 99 FTE.

The Federal Land Policy and Management Act (FLPMA), Section 204(1) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western states, exclusive of Alaska. There are extensive withdrawals in Alaska, which are being reviewed under the provisions of the Alaska Native Claims Settlement Act when possible conveyance to Alaska Natives is involved, and under the provisions of the Alaska National Interest Lands Conservation Act and other authorities for possible opening of public lands to mining, mineral leasing, settlement, and other disposals.

FLPMA also requires that all applications for withdrawals and proposed revocations pending at the time of passage be processed by 1991. All withdrawal applications filed after passage must be processed within two years to limit the segregative effect of such applications.

A "withdrawal" closes Federal land to multiple use and dedicates it to a single or dominant use. Land classification orders can have a similar impact. FLPMA was in part a response to concern that withdrawals were being processed independently with no consideration of the cumulative or long-term impacts, especially on mineral and energy development. An updated inventory (mid-1981) under provisions of Section 204(1) of FLPMA identified 5,845 withdrawals covering 76 million acres. Classification orders segregated another 160 million acres partially or wholly from entry under the public land laws, including in some cases mining and mineral leasing. It is essential that withdrawal and classification reviews be conducted systematically and expeditiously to ensure that there are no unnecessary closures. This will make the maximum amount of public land available for multiple use.

In FY 1984, BLM and the other holding agencies developed mutually-approved schedules designed to complete review of other agency withdrawals by 1991. The review workload for FY 1986 base level will consist almost completely of review of other agency withdrawals. Successful completion of the FY 1986 base schedule depends totally on the ability of other agencies to make timely submissions of their withdrawal rejustifications to the appropriate BLM State offices. BLM is making every effort to encourage the other agencies to be responsive and is providing direction to other agencies as to which withdrawals should be reviewed first.

The withdrawal processing and review program in Alaska includes the review of Federal holdings pursuant to Section 3(e) of ANCSA, an integral part of the entire State and Native conveyance program. Alaska's withdrawal program also includes revocations/restorations and transfer of jurisdiction work for other Federal agencies in Alaska.

The Waterpower Program encompasses the identification, evaluation, and classification of Federal lands with significant water and power potential under the provisions of the Federal Power Act of 1926, as amended. Classifications are made to protect potential water and power resources from encumbrances and uses which would destroy site values for waterpower, and to provide land management agencies with information to ensure that potential water and power sites are included in land use plans developed by such agencies.

In FY 1986, the waterpower program will continue a 7-year effort to review approximately 1,050 existing withdrawals for waterpower and water storage. Though the actual withdrawals can only be revoked with the consent of the Federal Energy Regulatory Commission (FERC), BLM will conduct these reviews to determine on a case-by-case basis if the water resource still exists and requires protection. Findings will be forwarded to the Secretary with recommendations for continuation or revocation of the withdrawals.

Base program workload accomplishments are estimated as follows:

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Withdrawal applications processed	64	30	43	+13
Revocations processed	117	194	63	-131
Withdrawals reviewed	369	496	496	---
Classifications reviewed	62	149	149	---
Waterpower withdrawals reviewed	294	174	174	---

Current information reflects an estimated increase (+13) in anticipated withdrawal applications, and a decline (-131) in the number of anticipated withdrawal relinquishment/revocation actions from other Federal agencies.

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	3,985	3,637	-348
(FTE-T)	(99)	(93)	(-6)

The projection for other agency withdrawal reviews was based on earlier schedules and the assumption that other agencies would submit their rejustifications to BLM State offices in a timely manner. The revised "other agency" withdrawal review schedule projects a reduced BLM workload for FY 1986 as a result of extended timeframes needed by other agencies to complete and forward their withdrawal review analyses and justifications to the BLM. The decrease in the number of withdrawal reviews will not alter concentration on priority areas with mineral potential; however, the total BLM workload will decline. The decrease in classification review workload for FY 1986 is a result of accelerated effort by BLM to complete scheduled BLM classification reviews earlier than originally planned.

Planned workload accomplishments at the FY 1986 Estimate level as compared to the base are as follows:

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Withdrawal applications processed	43	43	---
Revocations processed	63	63	---
Withdrawals reviewed	496	465	-31
Classifications reviewed	149	93	-56
Waterpower withdrawals reviewed	174	174	---

Distribution of change by object class

The object class detail for the proposed \$348,000 decrease is as follows:

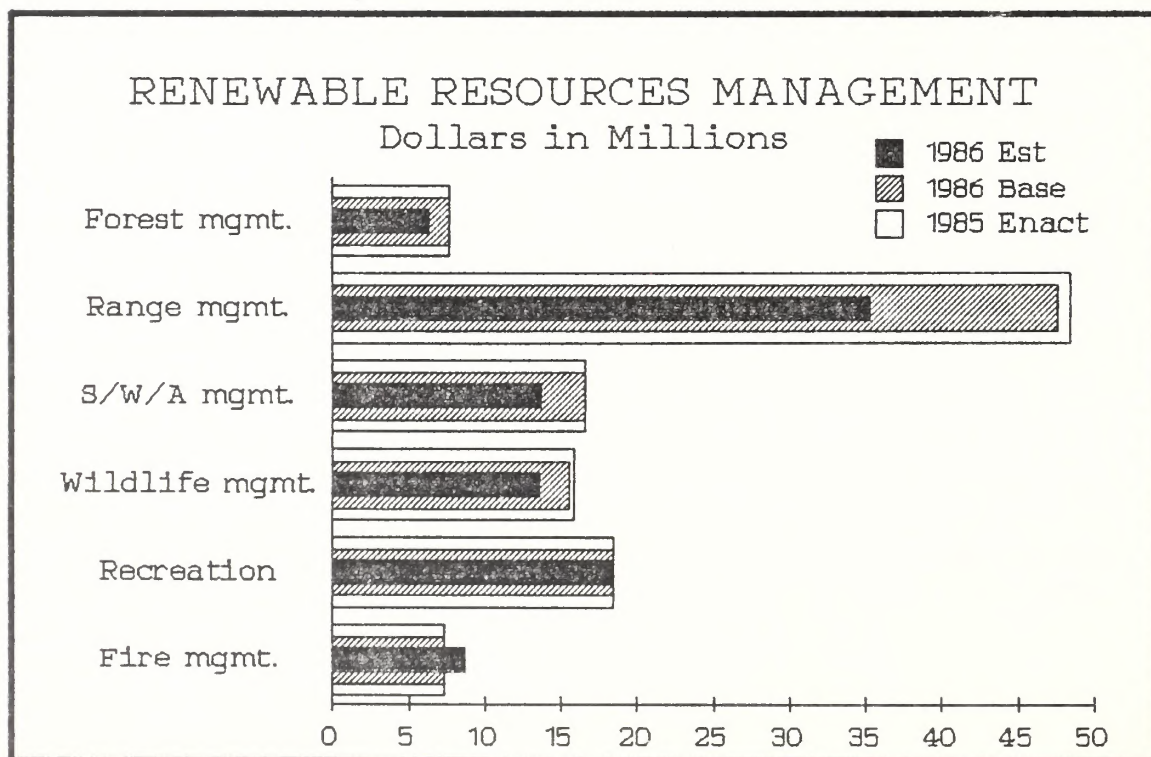
	<u>FTE</u>	<u>Amount</u>
Personnel compensation	6	\$156,000
Personnel benefits		20,000
Travel and transportation of persons		64,000
Printing and reproduction		5,000
Other services		66,000
Supplies and materials		32,000
Equipment		5,000
Total		<u>\$348,000</u>

Activity Summary

Activity: Renewable Resources Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Enacted To Date</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Forest Management	\$ 6,125	\$ 7,630	\$ 7,611	\$ 6,291	-\$ 1,320
Range Management	37,904	48,333	47,535	35,206	-12,329
Soil, Water and Air Management	16,572	16,544	16,490	13,640	-2,850
Wildlife Habitat Management	13,604	15,783	15,535	13,485	-2,050
Recreation Management	18,496	18,352	18,453	18,393	-60
Fire Management	7,666	7,340	7,310	8,710	+1,400
Total	\$100,367	\$113,982	\$112,934	\$95,725	-\$17,209



Justification of Program and Performance

Activity: Renewable Resources Management
 Subactivity: Forest Management

(Dollar amounts in thousands)

<u>Program Elements</u>		1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Public Domain	\$	6,710	6,691	6,291	-419	-400
	(FTE-T)	(150)	(150)	(142)	(-8)	(-8)
Western Oregon P.D.	\$	920	920	---	-920	-920
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	\$	7,630	7,611	6,291	-1,339	-1,320
	(FTE-T)	(150)	(150)	(142)	(-8)	(-8)

Authorization

43 U.S.C. 1711, 1732 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.
16 U.S.C. 594 P.L. 67-315	The <u>Timber Protection Act of 1922</u> provides for the protection of timber from fire, disease, and insects.

PUBLIC DOMAIN

Objectives

- o Manage public land forest resources outside of western Oregon to maintain forest productivity to help meet current and future domestic needs for timber and other wood products,
- o Offer for sale 92 million board feet of commercial sawtimber,
- o Ensure timber sale contract compliance,
- o Issue 83,000 fuelwood and other forest permits annually,
- o Reforest harvested areas promptly,
- o Achieve or maintain optimum conditions for tree and stand growth (thinnings/ release), and
- o Reduce the reforestation backlog acreage.

Base program

The FY 1986 Base program is \$6,691,000 and 150 FTE. This program provides for the management and development of 2.1 million acres of commercial forest lands and 18 million acres of woodlands not capable of producing commercial timber but which are a source of fuelwood, posts/poles, Christmas trees, and pine nuts.

All BLM public domain forest lands are managed under the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's Forest Land Policy, which is based on this Act, requires management of these lands under multiple-use principles for timber production as well as other uses and values to achieve the widest range of beneficial uses on a sustained basis to meet national needs. This policy highlights the importance of timber production on these lands and states that no single use may preclude other uses unless it is congressionally specified or justified in a formal finding and is in the national interest. Within this broad policy directive, BLM manages the public domain forest lands to contribute to meeting the Nation's demand for wood products and to obtain fair market value for timber and forest product use.

Commercial Forest Land Management

The commercial forest land program focuses on 1.2 million acres of commercial timber lands within the allowable cut base which annually produce 92 million board feet of timber valued at \$7 million.

The major elements of the timber management component are timber sale planning, preparation and sale administration. Planning identifies the need for physical and legal access, cadastral survey requirements, and road design. Preparation includes sale layout, access acquisition, environmental analysis, timber cruising and appraisal, contract preparation and sale advertising. Sale administration involves conducting the sales and awarding the contracts for 100 sales planned in the six BLM public domain States (California, Colorado, Idaho, Montana, Wyoming, and Oregon) with sawtimber programs.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, inventory, and trespass abatement.

Inventory and management planning is the gathering of data necessary for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels on a 10-year cycle.

Woodland Management

Historically, woodlands have received little intensive management, and wood products have been removed from these lands predominantly by free use. Management consisted of identifying those areas of dead wood or overgrowth where free use permits would aid in removing these products. However, in recent years, the public demand for these wood products has increased dramatically.

BLM managers are now emphasizing product sales and discouraging free use. Some inventory of these lands is being accomplished, and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of scrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

BLM has undertaken a long-term effort to inventory all of the 18 million woodland acres and to identify priorities for sales and other management activities. Inventories on 56,000 acres are planned to be completed in FY 1986.

Planned sales in FY 1986 are 130,000 cords of fuelwood, 60,000 Christmas trees, and other woodland products such as posts/poles, pine nuts, jojoba beans, cactus, boughs, and wildings with an estimated value of \$750,000.

Forest Development

Forest development provides for reforestation and other practices which increase the productivity of the commercial timber lands. Reforestation is frequently necessary to ensure forest regeneration and to ensure that the new forest will contain the most desirable timber species. Prescribed burn and site preparation are often required prior to the actual reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in newly cut areas. Later, precommercial thinning removes selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. Precommercial thinning is an especially important practice in that many overstocked PD timber stands have become stagnant in growth and are now particularly subject to insect infestation.

An analysis of PD forest development needs indicates that backlogs of 20,393 acres of reforestation and 23,352 acres of precommercial thinning have developed through the years. In FY 1985, \$1.5 million was added to BLM's budget to begin eliminating this backlog. The increased funds have resulted in significantly increased outputs in the forest development program as shown in the following workload table.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>
<u>Forest and Woodland Management</u>			
Volume of timber sold/offered (million board feet)	87	92	92
Forest inventoried (000 acres)	164	219	219
Forestry plans	69	33	33
Fuelwood and other forest product permits (000's)	105	83	83
<u>Forest Development</u>			
Land treatment (acres)	2,046	3,813	3,813
Reforestation (acres)	883	2,613	2,613
Timber stand improvement (acres)	1,527	3,379	3,379

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	6,691 (150)	6,291 (142)	-400 (-8)

The proposed decrease of \$400,000 and 8 FTE will be accomplished by reducing the amount of timber stand improvement (TSI) to 879 acres. This amount of TSI will be sufficient to support the current allowable cut, but no reduction in the TSI backlog will occur. Land treatments such as site preparation, and stand maintenance, and other reforestation efforts will continue at the FY 1985 level thus continuing the reduction of the reforestation needs backlog.

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
<u>Forest and Woodland Management</u>			
Volume of timber sold/offered (million board feet)	92	92	---
Forest inventoried (000 acres)	219	219	---
Forestry plans	33	33	---
Fuelwood and other forest product permits (000's)	83	83	---
<u>Forest Development</u>			
Land treatment	3,813	3,813	---
Reforestation (acres)	2,613	2,613	---
Timber stand improvement (acres)	3,379	879	-2,500

Distribution of change by object class

The object class detail for the proposed \$400,000 decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	8	\$ 240,000
Personnel benefits		31,000
Travel and transportation of persons		8,000
Transportation of things		21,000
Other services		80,000
Supplies and materials		20,000
Total		<u>\$ 400,000</u>

WESTERN OREGON

Base program

The Base program level for forest management and development on PD lands in western Oregon is \$920,000. Approximately 10 percent (or 240,000 acres) of the public forest lands in western Oregon intermingled with the revested Oregon and California (O&C) Grant Lands and Coos Bay Wagon Road (CBWR) lands are public domain lands.

The \$920,000 is combined with the Oregon and California Grant Lands Fund (separately appropriated) to manage all BLM-administered lands in western Oregon.

Although these intermingled public domain lands are managed under FLPMA, the actual management practices are generally the same as those implemented for the O&C and CBWR lands. The current management prescriptions are the result of the recently completed management plans which considered all reasonable multiple use mixes and analyzed their environmental impacts. From this effort, the preferred alternative was selected by managers and documented in the records of decisions.

The program accomplishments associated with the PD, O&C and CBWR lands are very closely integrated, and the lands are managed at the same intensity regardless of their status.

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986</u> <u>Base</u>	<u>FY 1986</u> <u>Estimate</u>	<u>Difference</u>
\$	920	---	-920
(FTE-T)	(---)	(---)	(---)

The \$920,000 decrease is the result of the Administration's proposed interchange of land management responsibility adjustments between the FS and BLM, one part of which is to assign management responsibility for all BLM lands in western Oregon to the Forest Service.

Distribution of change by object class

The object class detail for the \$920,000 decrease is as follows:

	<u>Amount</u>
Other services	\$920,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Range Management

(Dollar amounts in thousands)

Program Element		1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Wild Horse and Burro Management	\$ (FTE-T)	16,739 (100)	16,710 (100)	6,063 (90)	-10,676 (-10)	-10,647 (-10)
Grazing Management	\$ (FTE-T)	31,594 (750)	30,825 (731)	29,143 (731)	-2,451 (-19)	-1,682 (---)
Total Requirements	\$ (FTE-T)	48,333 (850)	47,535 (831)	35,206 (821)	-13,127 (-29)	-12,329 (-10)

Authorization

43 U.S.C. 1711, 1732, 1751, 1753
P.L. 94-579 The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

43 U.S.C. 1901-1908
P.L. 95-514 The Public Rangelands Improvement Act of 1978 requires the improvement of range conditions on public range-lands, research on horse and burro population dynamics, and other range management practices.

43 U.S.C. 315
P.L. 73-482 The Taylor Grazing Act of 1934, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.

42 U.S.C. 1241-1243
P.L. 90-583 The Carlson - Foley Act of 1968 authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.

42 U.S.C. 4321, 4331, 4335, and 4341-4347
P.L. 90-190 The National Environmental Policy Act of 1969 requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.

7 U.S.C. 1012-1013A
P.L. 75-210 The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.

16 U.S.C. 1331-
1340
P.L. 92-195

The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for the management, protection and control of wild horses and burros on public lands.

41 U.S.C. 501
P.L. 95-224

The Federal Grant and Cooperative Agreement Act of 1977 distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

WILD HORSE AND BURRO MANAGEMENT

Objectives

- o Maintain until disposition approximately 10,000 excess horses carried over from FY 1985;
- o Protect and manage wild horses and burros through implementation of 18 herd management area plans and monitoring of 97 herd areas;
- o Protect all herd area resources by the removal of 4,000 excess animals; removals will continue in future years until populations are reduced to appropriate management levels as determined by land use decisions and subsequent monitoring;
- o Achieve an adoption program that is as cost effective as possible by charging adoption fees that partially defray the Federal costs of adoption;
- o Maintain a viable adoption program by adopting an estimated 6,500^{1/} animals, conduct an estimated 400 compliance checks in response to specific complaints of animal abuse, and issue 9,000 titles for animals adopted prior to FY 1986; and
- o Sell 7,000^{1/} animals for which no adoption demand by qualified individuals exists, assuming that necessary legislative authorization is enacted by Congress before the beginning of FY 1986.

^{1/} Includes excess wild horses and burros in corrals at the end of FY 1985.

Base program

The base funding level for the wild horse and burro management program is \$16,710,000 and 100 FTE.

An estimated 46,000 wild horses and 11,000 wild burros will inhabit the public lands under BLM's jurisdiction in FY 1986. The number of animals that can be maintained on a specific area is determined by the amount of food, water, cover, and space available for their use. Wild horses and burros must share their habitat with wildlife and domestic livestock. The proper balance of wild horses and burros, wildlife, and livestock is determined through BLM's multiple-use planning process, which includes opportunities for public participation, and by subsequent monitoring of the animals and their habitat. BLM estimates that approximately 21,000 wild horses and 4,000 wild burros can be maintained on the public lands as the appropriate management level.

Effective March 4, 1983, adoption fees for horses were set at \$125 and the fee for burros at \$75 per animal. These fees are deposited in the Bureau's "Service Charges, Deposits, and Forfeitures" Appropriation and are available for use by the Bureau to operate the wild horse and burro program.

At the end of FY 1984, over 2,500 animals were being maintained in BLM corrals and adoption centers, at daily feeding costs of about \$2/day/animal. Emergency rulemaking was published in May 1984 that gives the BLM Director the authority to waive or adjust the current adoption fee for those animals not being sought for adoption under existing fees. This rule has the potential of reducing the number of unadoptable animals.

Legislation was introduced in the 98th Congress (S.457 and H.R. 1675) which, if it had been enacted, would have granted BLM authority to sell any excess animals for which there was no adoption demand. Present law provides only for the humane destruction of unadopted animals. Sale authority is desirable, and BLM supports the concept. It was assumed that sale proceeds would go into the "Service Charges" Appropriation just as adoption fees now do and would be available for BLM to use in the wild horse and burro management program. The FY 1986 Estimate is based on the assumption that legislation granting sale authority will be in place, and that operation at a funding level significantly lower than the base level will thus be possible.

The following table indicates program outputs possible with the base funding level and no sale authority. Removal levels are significantly reduced from FY 1985 because during FY 1986 the Bureau will need to feed and maintain 10,025 unadopted animals gathered in FY 1985 (\$7.3 million).

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Studies	1	---	---	---
Herd management area plans implemented	22	18	18	---
Monitoring (# of herd areas)	82	97	97	---
Animals removed	6,084	17,825	12,000	-5,825
Animals adopted	5,491	9,500	7,750	-1,750
Animals destroyed	400	800	600	-200
Animals maintained in corrals (EOY)	2,500	10,025	13,675	+3,650
Animals sold	---	---	---	---
Compliance checks (adopters)	454	400	400	---
Animals titled	3,585	5,000	9,000	+4,000

At the base FY 1986 funding level, BLM would remove 12,000 excess animals from the public lands. Of these, approximately 7,750 would be adopted and 400 destroyed as old, sick, or lame. The remaining animals (3,850) would be placed in long-term maintenance awaiting disposition. At the base rate of removal, appropriate management levels would be reached in approximately 11 years.

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	16,710 (100)	6,063 (90)	-10,647 (-10)

A decrease of \$10,647,000 is proposed in the FY 1986 Estimate. This decrease is based in part on the program efficiencies possible with sale authority for unadopted excess animals removed from the public lands.

A total of 14,025 animals would be available for disposition in FY 1986, of which 10,025 are carry-over from FY 1985 and 4,000 of which will be gathered in FY 1986. Of these, 525 would be destroyed as old, sick, or lame; 7,000 would be sold at auction; and 6,500 would be adopted (1,500 burros and 5,000 horses). All animals sold would be horses. No animals would be adopted at a reduced fee, because animals considered to be unadoptable would be sold.

Workload accomplishments at the FY 1986 Estimate would be as follows:

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Studies	---	---	---
Herd management area plans implemented	18	18	---
Monitoring (# of herd areas)	97	97	---
Animals removed	12,000	4,000	-8,000
Animals adopted	7,750	6,500*	-1,250
Animals destroyed	600	525	-75
Animals maintained in corrals (EOY)	13,675	---	-13,675
Animals sold	---	7,000*	+7,000
Compliance checks	400	400	---
Animals titled	9,000	9,000	---

The FY 1985 program also included \$1,000,000 earmarked specifically for additional research on wild horse and burro issues, to be conducted by BLM in conjunction with the National Academy of Sciences. The necessary research work will be initiated in FY 1985; and, therefore, these funds will not be needed again in FY 1986. Consequently, a decrease of \$1,000,000 can be obtained from the research program.

* Includes excess animals in corrals at the end of FY 1985.

Distribution of change by object class

The object class detail for the proposed decrease of \$10,647,000 is as follows:

	<u>FTE-T</u>	<u>Amount</u>
Personnel compensation	10	\$ 264,000
Personnel benefits		34,000
Travel and transportation of persons		49,000
Other services		6,300,000
Supplies and materials		<u>4,000,000</u>
Total		\$10,647,000

GRAZING MANAGEMENT

Objectives

- o Protect, maintain, and improve the productivity of the rangeland resources by making and implementing equitable and supportable decisions about land uses, resource allocations, and grazing authorizations in a timely fashion through the resource management planning process;
- o Encourage participative management through cooperative management agreements with livestock operators who have demonstrated good rangeland management practices and provide incentives for private investments in range improvements on the public lands;
- o Categorize allotments and set priorities for management and development of areas designated for grazing (grazing allotments);
- o Meet the court-mandated schedule for preparing livestock grazing environmental impact statements (EIS's);
- o Conduct monitoring studies on 4,800 allotments to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives;
- o Initiate cost-effective rangeland improvements on grazing allotments that will help to improve the condition of the rangeland for livestock grazing, wildlife habitat, watershed protection, and wild horse and burro habitat using funds from both Grazing Management and the Range Improvements Appropriation;
- o Issue 26,200 grazing permits or leases for livestock grazing on the public rangelands under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;
- o Conduct ecological site inventories on 5 million acres to support rangeland resource decisions and provide a baseline for monitoring and;
- o Maintain cooperative programs with States for noxious weed control in accordance with Public Law 90-583, the Carlson-Foley Act of 1968.

Base program

Base funding for the grazing management program is \$30,825,000 and 731 FTE.

BLM issues about 26,200 grazing permits, leases or adjustments annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of public lands for all or part of their yearly forage requirement. Administration of grazing on the public lands requires determining the amount and quality of forage available for livestock, wildlife, wild horses and burros, and other uses; implementing grazing plans; conducting compliance checks; monitoring rangeland conditions and trends; and maintaining existing rangeland improvements.

The grazing EIS's are being prepared under a schedule resulting from a court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case which required BLM to prepare 144 EIS's by the end of 1988. One hundred and nineteen grazing EIS's will have been completed by the end of FY 1985, and an additional 14 will be completed during FY 1986. Ecological site inventories would be conducted on 7 million acres to meet planning requirements for the EIS schedule as well as for baseline data to support monitoring.

The Bureau's policy is to adjust livestock grazing to appropriate levels. The method of determining the appropriate level of grazing use was changed in FY 1983 from use of a costly, single point-in-time forage production inventory to a more reliable monitoring program. Monitoring consists of an analysis of changes in range condition over time. Monitoring studies include forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), trends (changes in plant indicators such as frequency, density, etc.) and climate (measured precipitation). Monitoring efforts will continue to increase as EIS efforts decline. Data collection needs vary by allotment depending on objectives, but 4,800 allotments will be monitored in FY 1986.

BLM implemented a revised Grazing Management Policy on March 5, 1982 and Rangeland Improvement Policy on October 15, 1982, to ensure that funds are effectively spent. The effect of the grazing management policy has been to concentrate efforts and funds where the greatest need and potential for improvement exists. Reductions in expenditures have taken place for those areas already in suitable condition, where potential for improvement is low, where the cost of improvement would be extremely high, or where the existing management practices will maintain the presently acceptable conditions. The Rangeland Improvement Policy has encouraged private or other beneficiaries to contribute funds toward improvement of rangeland conditions and shifted maintenance responsibilities to the benefiting user. The Bureau is responsible for land treatment maintenance and due to annual fluctuations in maintenance requirements, a 1400 acre decrease is anticipated.

In cooperation with the Office of Management and Budget and economists from land grant universities, BLM has developed an investment analysis procedure for determining the cost effectiveness of rangeland improvement projects which is embodied in the Bureau's Rangeland Improvement Policy Statement. This procedure includes the use of benefit/cost (B/C) and other economic analyses to screen out or avoid unrealistic and ineffective investments and to assign

higher priority to those investments yielding the highest returns. As a result, the FY 1986 efforts will be concentrated on fewer allotments with more improvements to implement management plans in a shorter period of time.

On April 22, 1983, the policies and procedures for implementing cooperative management agreements (CMA's) were adopted. The CMA is a formal, written agreement between the BLM and livestock operators (or associations) who have demonstrated good rangeland management practices in which the operator is provided: (1) recognition of good stewardship; (2) a participating role in managing livestock grazing on the public lands; and (3) the assurance of tenure needed to encourage private investments in rangeland improvements. CMA's will encourage operators to maintain or initiate good grazing management practices while at the same time reducing public expenditures for improving and managing the public lands.

The Public Rangelands Improvement Act (PRIA) of 1978 established a revised grazing fee formula on a 7-year trial basis for the grazing fee years 1979 through 1985. Based on this formula, the grazing fee in 1984 is \$1.37 per animal unit month (AUM), a decrease of \$.03 from 1983 and a decrease of \$.94 from 1981. The fee will be \$1.35 per AUM in 1985. The on-going study includes projects to determine validity of private grazing land lease rates, comparison of various fee systems, and comparison of the values of public versus private grazing lands. As a result of this study, for budget projection purposes it is estimated that the grazing fee will increase to \$2.55 per AUM in 1986.

The workload accomplishments of the grazing management program for FY 1984, FY 1985, and the FY 1986 Base levels of funding are displayed below:

<u>Workload Measure</u>	FY 1984	FY 1985	FY 1986	Inc. (+) or Dec. (-)
	<u>Actual</u>	<u>Estimate</u>	<u>Base</u>	
Grazing EIS's prepared	21	14	14	---
Allotments receiving improvements ^{1/}	520	520	515	-5
Allotments supervised	10,800	10,800	10,800	---
Allotments monitored	4,350	4,700	4,800	+100
New grazing plans written	250	250	285	+35
Land treatments				
maintained (acres)	10,000	12,400	11,000	-1,400
Leases/permits issued	26,200	26,200	26,200	---
Inventory (million acres)	3.7	7.0	7.0	---
Weed control (projects)	5	5	5	---

^{1/} The data presented here show total accomplishments using a combination of funding from grazing management in "MLR" and the Range Improvements Appropriation.

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	30,825 (731)	29,143 (731)	-1,682 (---)

A decrease of \$1,682,000 is proposed in the FY 1986 Estimate.

Installation of on-the-ground range improvements as identified in completed grazing EIS's and subsequent planning decisions will continue to be emphasized. However, increased attention to cost-effective project selection and the encouragement of private cost sharing should reduce the need for using appropriated funding for such improvements by \$1,112,000 in FY 1986. The number of allotments receiving improvements funded with appropriated money will be reduced by 75. The allotments receiving funding for improvements are those which rank highest in terms of meeting the criteria of the Grazing Management Policy and the Range Improvements Policy.

Ecological site inventories will be conducted on 5 million acres in FY 1986, a reduction of 2 million acres from the base level. This level of inventory will be adequate to enable BLM to correlate the vegetative inventory data with soils data, prepare land use plans and grazing EIS's, provide a baseline for monitoring, and make supportable rangeland resource decisions. This reduced workload will result in a \$290,000 reduction of funds required.

The FY 1986 program includes the continuation of coordinated noxious plant control program in five States. Federal action is necessary because several species of noxious weeds are growing on public lands and are providing a seed source for private land. However, a lower level of Federal involvement will result in a savings of \$200,000 in FY 1986.

The Grazing Management Policy, through the allotment categorization process, has enabled BLM to identify those allotments needing intensive management and to establish priorities for concentration of administration and management efforts on those allotments. As a result, supervision efforts can be reduced on 200 allotments while the base monitoring level is maintained. This will provide a savings of \$80,000 in FY 1986.

Anticipated workload accomplishments at the FY 1986 Estimate level are shown on the following table:

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Grazing EIS's prepared	14	14	---
Allotments receiving improvements <u>1/</u>	515	440	-75
Allotments supervised	10,800	10,600	-200
Allotments monitored	4,800	4,800	---
New grazing plans written	285	285	---
Land treatments maintained (acres)	11,000	11,000	---
Leases/permits issued	26,200	26,200	---
Inventory (million acres)	7.0	5.0	-2.0
Weed control (projects)	5	5	---

1/ The data presented here show total accomplishments using a combination of funding from grazing management in "MLR" and the Range Improvements Appropriation.

Distribution of change by object class

The object class detail for the proposed decrease of \$1,682,000 is as follows:

	<u>Amount</u>
Travel and transportation of persons	\$ 60,000
Transportation of things	95,000
Communications, utilities, and other rent	50,000
Printing and reproduction	35,000
Other services	840,000
Equipment	50,000
Lands and structures	552,000
Total	<u>\$1,682,000</u>

Justification of Program and Performance

Activity:	Renewable Resources Management
Subactivity:	Soil, Water and Air Management

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$ (FTE-T)	16,544 (298)	16,490 (297)	13,640 (277)	-2,904 (-21)	-2,850 (-20)

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for management of the public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also provides for the preparation and maintenance of an inventory of public land resources and other values on a continuing basis and requires compliance with applicable State and Federal air and water pollution control laws.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u>, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.
33 U.S.C. 404 P.L. 95-217	The <u>Clean Water Act of 1977</u>, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing best management practices for the control of non-point source pollution.
43 U.S.C. 1901 <u>et seq.</u> P.L. 95-514	The <u>Public Rangelands Improvement Act of 1978</u> provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.
42 U.S.C. 201 P.L. 95-190	The <u>Safe Drinking Water Act Amendments of 1977</u> amended section 2 of the Safe Drinking Water Act requiring compliance with all Federal, State, or local statutes for safe drinking water.

16 U.S.C. 2001 P.L. 95-192	The <u>Soil and Water Resources Conservation Act of 1977</u> provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The <u>Clean Air Act of 1977</u> , as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.
42 F.R. 26951 E.O. 11988	<u>Executive Order 11988, Floodplain Management</u> , May 24, 1977, provides for the restoration and preservation of natural and beneficial floodplain values on the public lands.
42 U.S.C. 6901 P.L. 94-580	The <u>Resource Conservation and Recovery Act (RCRA) of 1976</u> authorizes EPA, by regulation, to manage hazardous wastes on <u>active</u> disposal operations. The Act waives sovereign immunity so Federal agencies are subject to all State and local requirements developed under EPA's guidelines.
42 U.S.C. 9601 P.L. 96-510	The <u>Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980</u> , as amended, provides for liability, compensation, emergency response, and cleanup (including the cleanup of <u>inactive</u> sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed of. Federal agencies are also expected to require cleanup by responsible parties or to use direct appropriations for this purpose.
46 F.R. 42237 E.O. 12316	<u>Executive Order 12316, Responses to Environmental Damage</u> , August 14, 1981, assigns agency responsibility for hazardous waste spills, abatement actions and liability and financial responsibility.
43 FR 47707 E.O. 12088	<u>Executive Order 12088, Federal Compliance with Pollution Control Standards</u> , October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

Objectives

- o Inventory 7 million acres of soil resources to provide soil data to meet the court-mandated grazing EIS schedule;
- o Stabilize and reduce erosion to ensure productivity of rangeland and forestland soils by increasing appropriate ground cover and place emphasis on maintenance of 210 priority watershed projects;

- o Ensure the availability of water of sufficient quantity and quality on public lands for multiple use needs by documenting and filing for 1,800 water rights claims in compliance with State law and meeting State water adjudication deadlines and monitoring;
- o Protect public land ground water recharge areas and preserve ground water supplies and quality from indiscriminate use and contamination;
- o Ensure compliance with Federal, State, and local air and water quality standards and regulations in a practical, expeditious and environmentally sound manner;
- o Provide soil, water and air resource information and technical expertise for use in planning, development, and management of BLM multiple use programs, such as energy, minerals, forest and range programs;
- o Inventory 5 million acres to identify hazardous waste sites;
- o Prepare land status assessments on approximately 40 sites to assess and rank their hazardous waste risk; and
- o Prepare engineering studies, remedial action plans or conduct emergency control/containment actions regarding hazardous wastes on an estimated 12 sites on public lands.

Base program

The FY 1986 Base funding level for the soil, water and air management program is \$16,490,000 and 297 FTE.

This program provides basic data and technical expertise for soil, water and air resources and hazardous waste management. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the public land watersheds and airsheds, and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Watershed planning, development, and maintenance provides for stabilizing soils, improving water quality through land treatment or development, and placing emphasis on correcting unsafe structures and protecting public health and safety. Hazardous waste management integrates and coordinates a range of activities needed for prudent management of hazardous wastes on public land and the protection of public health and safety from the effects of these wastes.

Soil inventory will be completed on 7 million acres, which is adequate to meet the court-mandated EIS schedule. By the end of FY 1986, 145 million acres of public land will have been inventoried allowing these efforts to decrease in the future.

The water program provides for 2.5 million acres of baseline hydrologic inventories needed in support of BLM planning efforts. In response to Western States water adjudications, the BLM will be conducting water use inventories on 6,200 sources to locate and quantify all water sources and associated uses. This information is used to file an estimated 1,800 water right claims in compliance with State law where adjudication of water for beneficial uses is being done.

The air program operates 55 monitoring stations to provide data on climatic conditions and air quality for BLM planning and EIS efforts and to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management. Eight burn plans will be modeled for compliance with smoke management and air quality regulations.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM will expend \$78,000 to operate 13 acid rain monitoring stations in the Western United States. Data obtained from this effort will determine baseline conditions and assess the significance of acidic deposition in support of the Federal Acid Rain Program objectives of determining nationwide trends and impact assessments.

The program also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, salinity and improve water quality. In FY 1986 emphasis will be placed on maintaining existing projects in good condition with funds targeted to correct unsafe or deteriorating watershed conditions and for protection of human safety and property. As a result, funds will be directed toward maintenance of 210 projects including a variety of small structure sediment and flood control dams and land treatment measures. The structures were built to control erosion due to water or wind; and BLM, as the primary beneficiary, has assumed maintenance of these projects. This is in line with the Bureau policy of assigning structural improvement maintenance to benefiting parties.

Construction of new watershed improvement projects will decrease from FY 1985 as more emphasis is placed on maintenance of existing projects. The Bureau will continue to develop activity plans following completion of land use planning to ensure that funds are targeted to those areas of highest priority where the most benefit can be derived.

At the base level, the Bureau will inspect and evaluate dam structures to ensure they are safe and do not endanger life or property, and will complete 15 rehabilitation projects on structures identified as needing repair.

Watershed monitoring efforts will be conducted at 1,525 stations to determine if activity plan objectives are being met. Monitoring will also be conducted at 800 stations for determining changes in water quality and quantity in specific watersheds and sensitive environmental areas.

The hazardous waste management program efforts are focused on developing program policies and procedures; finding, evaluating and initiating cleanup on the most pressing past problem sites; implementing systems to control current incidents; and developing procedures to reduce future risks and liabilities to BLM in connection with routine Bureau operations or permitting actions.

In FY 1986, the program emphasis will shift from site inventory and identification to site planning and clean up of abandoned waste sites. Activities conducted under the hazardous materials management program do not include traditional BLM activities that, while related to hazardous materials, are an integral part of a resource management program (e.g., surface management of

minerals operations, sale or lease management of sanitary landfill sites, handling and disposal of herbicides, waste management engineering, etc.).

The FY 1986 hazardous waste program will continue at the current level of \$1,274,000. About half of the funds will be used for site inventory and identification, site assessment and ranking, cleanup studies and plans, limited-site cleanup, and litigation support to recover costs and damages. The remainder of the funds will be used to initiate hazardous waste control activities, develop policies and procedures needed to reduce future costs and liabilities, provide programmatic and safety training to BLM employees, and ensure compliance with the laws.

Funding is not included for scheduled cleanup of major hazardous waste sites although strategies are being developed to address this issue.

The following table indicates planned program accomplishments:

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Soils:				
Inventory (million acres)	10.2	7.8	7.0	-0.8
Water:				
Baseline hydrologic inventory (million acres)	2.5	2.5	2.5	---
Water rights documented				
Sources quantified (#)	8,300	6,200	6,200	---
Claims filed (#)	1,800	1,200	1,800	+600
Air monitoring:				
Air/climate (# stations)	55	55	55	---
Acid rain (# stations)	11	12	13	+1
Air modeling (# burn plans)	4	6	8	+2
Watershed:				
Activity plans (#)	60	75	75	---
Monitoring (# stations)	2,900	2,325	2,325	---
Improvements (# projects)	130	128	128	---
Maintenance (# projects)	185	210	210	---
Dam safety (# rehabilitation projects)	10	15	15	---
Hazardous waste:				
Inventory (million acres)	13	40	5	-35
Land status assessment (# sites)	50	70	40	-30
Waste cleanup (# sites)	12	12	12	---

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	16,490	13,640	-2,850
(FTE-T)	(297)	(277)	(-20)

The decrease of \$2,850,000 and 20 FTE will be accomplished by reducing the number of watershed activity plans developed and the number of watershed improvements constructed.

Watershed activity plans have already been developed on the most critical areas. These plans provide the basis for the funding level of new improvements. Reducing development of new plans and improvement work will enable the Bureau to concentrate on maintenance of existing projects, to conduct necessary program initiatives in response to various national and State requirements, and still provide the basic data gathering and services required by all other program areas.

The increase in the level of maintenance is necessary to accomplish the maintenance of structural watershed projects that were deferred in FY 1985. BLM-maintained facilities such as sediment and flood control dams incurred serious damage as a result of heavy rains in 1983, record spring runoff in 1984, and the serious earthquake in Idaho in 1983. This damage required immediate attention and was placed in the 1985 work plan requiring the deferral of other maintenance work.

The following table provides the workload planned for FY 1986:

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Soils:			
Inventory (million acres)	7.0	7.0	---
Water:			
Baseline hydrologic inventory (million acres)	2.5	2.5	---
Water rights documented			
Sources quantified (#)	6,200	6,200	---
Claims filed (#)	1,800	1,800	---
Air monitoring:			
Air/climate (# stations)	55	55	---
Acid rain (# stations)	13	13	---
Air modeling (# burn plans)	8	8	---
Watershed:			
Activity plans (#)	75	35	-40
Monitoring (# stations)	2,325	2,325	---
Improvements (# projects)	128	105	-23
Maintenance (# projects)	210	258	+48
Dam safety (# rehabilitation projects)	15	8	-7
Hazardous waste:			
Inventory (million acres)	5	5	---
Land status assessment (# sites)	40	40	---
Waste cleanup (# sites)	12	12	---

Distribution of change by object class

The object class detail for the proposed decrease of \$2,850,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	20	\$ 600,000
Personnel benefits		78,000
Travel and transportation of persons		50,000
Transportation of things		65,000
Printing and reproduction		15,000
Other services		1,620,000
Supplies and materials		72,000
Equipment		50,000
Lands and structures		300,000
Total		\$ 2,850,000

Justification of Program and Performance

Activity: Renewable Resources Management
 Subactivity: Wildlife Habitat Management

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$ (FTE-T)	15,783 (295)	15,535 (289)	13,485 (274)	-2,298 (-21)	-2,050 (-15)

Authorization

43 U.S.C. 1701, 1751 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> directs that the public lands be managed in a manner that will provide food and habitat for fish and wildlife. Section 401(b)(1) authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement and management of wildlife habitat.
16 U.S.C. 715 P.L. 70-770	The <u>Migratory Bird Conservation Act of 1929</u> , as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.
16 U.S.C. 1531 <u>et seq.</u> P.L. 93-205	The <u>Endangered Species Act (ESA) of 1973</u> , as amended, provides for the protection and recovery of threatened or endangered species and their habitats.
16 U.S.C. 670 <u>et seq.</u> P.L. 93-452	The <u>Sikes Act of 1974</u> , as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The <u>Taylor Grazing Act of 1934</u> , as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 <u>et seq.</u> P.L. 95-514	The <u>Public Rangelands Improvement Act (PRIA) of 1978</u> directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values. The Act provides for on-the-ground funding of wildlife habitat protection, improvement and maintenance projects.

42 F.R. 26951 Executive Order 11988, Floodplain Management
EO 11988 (May 24, 1977) provides for the restoration and
 preservation of national and beneficial floodplain
 values on the public lands.

42 F.R. 26961 Executive Order 11990, Protection of Wetlands
EO 11990 (May 25, 1977) directs that wetland and riparian
 habitats on the public lands be identified,
 protected, enhanced, and managed.

Objectives

- o Complete wildlife habitat inventory and monitoring essential to support multiple use planning and to help resolve resource allocation conflicts or issues involving energy and minerals development, land sales, grazing, and forestry;
- o Encourage and provide incentives to State and local government agencies and private organizations to support habitat improvements through voluntary contributions of funds, materials and labor, and to join in cooperative management agreements (CMA's) to share responsibility for habitat maintenance and improvements;
- o Maintain and improve wildlife habitat by implementing habitat management plans;
- o Conduct 16 research and development projects to answer significant management questions and improve management capability;
- o Conduct threatened or endangered (T/E) species habitat inventory on 2.4 million acres to ensure that BLM actions do not jeopardize T/E species and to provide information for development and implementation of recovery plans;
- o Comply with the statutory requirements of the ESA to provide for recovery of T/E species by assisting in the development of 15 recovery plans, implementing 44 recovery plans involving 41 listed species, and continuing management of habitat for 42 other T/E species without recovery plans; and
- o Provide information and implement management actions necessary to minimize the need to list additional species as threatened or endangered.

Base program

The base program of \$15,535,000 and 289 FTE provides funds for the protection and management of fish and wildlife habitat on public land, including habitats of threatened and endangered species of fish, wildlife and plants.

BLM's role in wildlife habitat management is distinct from that of the Fish and Wildlife Service or State wildlife agencies, which manage wildlife populations by regulating hunting and fishing, by managing wildlife refuges or other habitat for the exclusive use of wildlife, and through activities such as captive propagation of animals that are subsequently released into the wild.

The BLM does not regulate hunting or propagate species, but instead manages the habitat of wildlife species found on public lands. Due to joint responsibilities for wildlife resources, cooperative management with other Federal and State wildlife agencies is necessary to improve cost effectiveness and ensure the accomplishment of common objectives.

The BLM habitat management program has two primary aspects. One is providing data and expertise for land use decisionmaking processes and for the preparation and use of resource management plans. The other involves wildlife habitat improvements and project maintenance carried out pursuant to the objectives specified in an activity plan. Major workloads include habitat inventory, monitoring, habitat management plan preparation and implementation, habitat project maintenance, and research and development.

Wildlife habitat inventories continue to decrease as court-mandated grazing EIS preparation work nears completion. The inventories funded in FY 1986 are to support resource management plans (RMP's) and grazing EIS's. These inventories will cover approximately 6.4 million acres of terrestrial and wetland habitat and 600 miles of aquatic and riparian habitat.

Monitoring efforts are increasing with the shift from costly one-point-in-time inventories to a more cost-effective program of baseline inventories backed by multi-year monitoring and evaluation of resource conditions. Under the base level of funding, approximately 22 million acres of terrestrial and wetland habitat and 2,600 miles of aquatic and riparian habitat will be monitored.

Within the base program, 60 new habitat management plans (HMP's) will be prepared. Implementation of existing HMP's and other plans that involve wildlife habitat will improve about 3 million acres of terrestrial and wetland areas and 260 miles of aquatic and riparian habitat. This includes accomplishments with the use of contributed funds, materials, and labor, which now add to BLM's habitat improvement efforts.

Maintenance activities, such as repair of fences and water structures, will maintain the suitability of approximately 4.8 million acres of terrestrial and wetland habitat and 550 miles of aquatic and riparian habitat. Through CMA's and other agreements, BLM is encouraging State wildlife agencies and public groups with interests in hunting, fishing or other wildlife-related activities to participate in the maintenance of wildlife improvements.

The base program includes work on 16 research and development projects. Research projects are systematic, intensive investigations directed toward obtaining new or fuller scientific knowledge needed to solve problems faced by the Bureau. Development projects involve the orderly process of using research and other data to produce materials, devices, systems, or methods that enhance management capability.

In recognition of the States' responsibility for the management of resident wildlife, BLM encourages States and other primary beneficiaries to invest in habitat improvements and project maintenance through contributions and donations of funds and time. BLM estimates that State and local contributions will be about \$500,000 in FY 1986. Within the base program, matching funds are available for project work under the authority of the Sikes Act. These cooperative efforts of time and funding will enhance BLM's existing habitat management program capability.

The following table summarizes planned accomplishments at the FY 1986 Base level in comparison to accomplishments in FY 1984 and FY 1985.

Habitat Management Workload

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Inventory:				
Terrestrial/wetland (000 acres)	7,198	7,122	6,386	-736
Aquatic/riparian (miles)	877	659	583	-76
Monitoring:				
Terrestrial/wetland (000 acres)	17,586	20,575	21,873	+1,298
Aquatic/riparian (miles)	2,080	2,433	2,635	+202
New HMP's written (#)	50	63	60	-3
Improvement:				
Terrestrial/wetland (000 acres)	1,832	2,143	3,046	+903
Aquatic/riparian (miles)	212	248	262	+14
Maintenance				
Terrestrial/wetland (000 acres)	4,057	4,746	4,750	+4
Aquatic/riparian (miles)	208	538	552	+14
Research/development projects	21	25	25	---

Threatened and Endangered Species

The Bureau's threatened and endangered T/E species management program is designed to: (1) comply with the requirements of the Endangered Species Act (ESA), which are to avoid jeopardizing the continued existence of any T/E species and to implement positive management programs to bring about recovery of T/E species; and (2) prevent proposed or candidate species from being listed as threatened or endangered.

At present, the public lands provide part or all of the habitat requirements for 62 species of animals and 24 species of plants listed as threatened or endangered. In addition, 141 vertebrate species, 29 invertebrates and several hundred plants have been listed by the Fish and Wildlife Service (FWS) as proposed or candidate species, which means they are being considered for listing as threatened or endangered.

To comply with the ESA, the BLM has developed a screening process to ensure that Bureau actions do not jeopardize T/E species, while ensuring that resource programs move ahead efficiently without unnecessary delays. This includes maintaining an up-to-date inventory of all T/E species and their habitats on BLM lands and having field biologists evaluate proposed actions to determine impacts on T/E species. To meet these requirements, 3.8 million acres will be inventoried; and BLM will continue work on four research and development projects involving T/E species in FY 1986.

The BLM cooperates with the other Federal and State agencies to plan for the recovery of a listed T/E species. This process includes the development of recovery plans under the auspices of the FWS. Bureau biologists frequently provide expertise and data for the preparation of these plans. The plans identify why the species was listed, what steps must be taken to bring about delisting, and each agency's responsibilities in the recovery process. The

BLM then develops an action plan to accomplish the Bureau's portion of the recovery effort.

BLM's endangered species program will include involvement with a higher number of species than in FY 1985. BLM will provide expertise and data for use in the preparation of 15 new recovery plans and will implement 44 existing recovery plans to benefit 41 listed T/E species, and continue management of 42 other species without recovery plans.

Management for proposed and candidate species is designed to ensure that Bureau actions do not contribute to listing these species as threatened or endangered. The base program provides for the preparation of 5 management plans and implementation of 5 existing plans for proposed and candidate species.

Threatened and Endangered Species Workload

The workload table below compares planned accomplishments at the FY 1986 base level with accomplishments in FY 1984 and 1985.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
T/E inventory (000 acres)	2,535	3,802	3,800	-2
Recovery/management plans (# with BLM involvement)	15	20	20	---
T/E plans implemented (#)	25	49	49	---
Research & development projects (#)	4	4	4	---

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	15,535	13,485	-2,050
(FTE-T)	(289)	(274)	(-15)

A decrease of \$2,050,000 and 15 FTE is proposed for FY 1986.

A reduction of \$500,000 can be accomplished by decreasing the number of new HMP's prepared by 22 and by reducing the level of implementation and maintenance on existing HMP's involving non-crucial habitats.

A decrease of \$1,250,000 results from deferring the preparation of management plans and reducing the level of recovery plan implementation work for T/E species. About \$250,000 of the decrease can be obtained by reducing the number of management plans by 5 for species not formally listed but which are proposed or candidate species. Some \$1,000,000 of the decrease can be accomplished by reducing the extent of recovery plan implementation work on 15 plans, by reducing monitoring efforts, deferring maintenance of improvements, and reducing project development.

The remaining \$300,000 of the decrease results from a return to the pre-1985 level of habitat improvement and maintenance for desert bighorn sheep. The increased funds, matched by private sector funding and in-kind services, were a one-time increase included in the FY 1985 appropriation.

Changes in the wildlife habitat management program workload units at the FY 1986 Base and Estimate levels are shown in the following table.

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
New HMP's written (#).....	60	38	-22
Improvement:			
Terrestrial/wetland (000 acres).....	3,046	1,800	-1,246
Aquatic/riparian (miles)	262	200	-62
Maintenance:			
Terrestrial/wetland (000 acres).....	4,750	4,050	-700
Aquatic/riparian (miles).....	552	270	-282
T/E recovery/management plans (# with BLM involvement)...	20	15	-5
T/E plans implemented (#).....	49	34	-15

Distribution of change by object class

The object class detail for the proposed decrease of \$2,050,000 is as follows:

	<u>FTE</u>	<u>\$ Amount</u>
Personnel compensation	15	525,000
Personnel benefits		65,000
Travel and transportation of persons		50,000
Transportation of things		75,000
Printing and reproduction		35,000
Other services		700,000
Supplies and materials		200,000
Equipment		100,000
Lands and structures		300,000
Total		<u>\$2,050,000</u>

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(Dollar amounts in thousands)

Program Elements		1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Cultural Resources Management	\$ (FTE-T)	5,083 (130)	5,280 (134)	4,930 (129)	-153 (-1)	-350 (-5)
Wilderness Management	\$ (FTE-T)	6,519 (98)	6,463 (96)	6,463 (96)	(-56) (-2)	(---) (---)
Recreation Resources Management	\$ (FTE-T)	6,750 (167)	6,710 (167)	7,000 (172)	+250 (+5)	+290 (+5)
Total Requirements	\$ (FTE-T)	18,352 (395)	18,453 (397)	18,393 (397)	+41 (+2)	-60 (---)

Authorizations

43 U.S.C. 1701
et seq.
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA)
of 1976

- identifies recreation as a major use of public lands;
- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;
- provides for interim management of the California Desert Conservation Area and implementation of the Desert Plan;
- directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;
- requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and submission of recommendations to the President by 1991 concerning their suitability or unsuitability for wilderness designation (section 603(a)); and
- requires preparation and maintenance of an inventory of public land resources on a continuing basis.

16 U.S.C. 1242 1243 P.L. 95-625	The <u>National Parks and Recreation Act of 1978</u> establishes a number of national historic trails which cross public lands.
16 U.S.C. 432 P.L. 59-209	The <u>Antiquities Act of 1906</u> establishes provisions for the protection of cultural resources on all Federal land. It also imposes penalties against those who excavate or appropriate these values without an antiquity permit.
16 U.S.C. 1271 P.L. 90-542	The <u>Wild and Scenic Rivers Act of 1968</u> , as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
16 U.S.C. 1241-1249 P.L. 90-543	The <u>National Trails System Act of 1968</u> , as amended, establishes a national trails system which includes 20 trail segments under BLM jurisdiction.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The <u>King Range Act of 1970</u> , as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 <u>et seq.</u> P.L. 88-577	The <u>Wilderness Act of 1964</u> provides for the designation and preservation of wilderness areas.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The <u>National Environmental Policy Act of 1969</u> established the continuing responsibility of the Federal Government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	<u>Protection and Enhancement of the Cultural Environment</u> directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated to the National Register of Historic Places.
16 U.S.C. 470aa, . 470cc, and 470ee P.L. 96-95	The <u>Archaeological Resources Protection Act (ARPA) of 1979</u> requires permits for excavation of sites and removal of artifacts, provides protection of federally administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.
30 U.S.C. 181 <u>et seq.</u>	The <u>Mineral Leasing Act of 1920</u> requires and provides for the "protection of interests of the United States." Fossils and other natural resource values are regarded as "interests of the United States."
16 U.S.C. 470 P.L. 89-665	The <u>National Historic Preservation Act of 1966</u> , as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of approved actions on properties listed on or eligible for inclusion in the National Register of Historic Places.

16 U.S.C. 3101
et seq.

The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

30 U.S.C.
1201 et seq.

The Surface Mining Control and Reclamation Act of 1977 provides that lands may be declared unsuitable for surface coal mining where significant damage could result to "important historic, cultural, scientific, and aesthetic values . . . "

CULTURAL RESOURCES MANAGEMENT

Objectives

- o Process applications, issue FLPMA, Antiquity Act, and Archaeological Resources Protection Act (ARPA) permits to conduct archaeological, historic, and paleontological investigations on public lands, and monitor approved activities;
- o Provide appropriate levels of inventory and evaluation for all priority Bureau planning efforts;
- o Manage and protect the most valuable and most critically threatened cultural, natural history, and paleontological resources; and,
- o Provide for the scientific and educational aspects of archaeological, natural history, and paleontological resources, including hobby collection and site management.

Base program

Base funding for the cultural resources management program is \$5,280,000 and 134 FTE. Program responsibilities for FY 1986 include management of cultural resources, natural history, and paleontological programs for Bureau-administered lands.

The program provides protection and management for more than half of all the cultural resources administered by the Federal Government. Several statutes require BLM to locate, evaluate, and manage cultural and scientific resources on lands it administers, to prevent or minimize unnecessary damage, and to accommodate appropriate uses of those resources by the scientific community and the general public.

An estimated one-half million cultural resource properties are located on public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, BLM lands contain some of the most valuable natural science resources found on the Federal lands. These include a wide variety of areas having ecological, paleontological, and geological importance. It is anticipated that 27 sites will be nominated

during fiscal years 1985 and 1986. Designated paleontological and natural history resources on public lands now include 60 research natural areas (RNA's), all or parts of 42 national natural landmarks (NNL's), 1 experimental ecological reserve, and 1 international biosphere reserve. Nearly 200 potential RNA's and NNL's are awaiting evaluation, planning decisions, and/or formal establishment.

A major problem in cultural resources management continues to stem from the growing interest in and commercial value of artifacts, which has given rise to a sophisticated supply network and lucrative black market. During FY 1984, the Bureau documented over 100 cases where pothunters had deliberately damaged cultural sites on public lands to obtain artifacts for either profit or private collections. During the past two years, vandalism to important Anasazi sites located in southeastern Utah and southwestern Colorado has escalated sharply. BLM has increased its program support for law enforcement and site monitoring in these and other areas in an attempt to curtail this dramatic rise in site destruction. In several States, BLM has recently developed programs aimed at increasing public awareness of the serious impacts on our Nation's cultural heritage resulting from illegal site disturbance and removal of artifacts.

In order to meet congressionally established responsibilities under ARPA, FLPMA, and the Antiquities Act, the Bureau has implemented a uniform program nationwide to approve and monitor archaeological, historic, and paleontological permits issued to private companies and research institutions. The Bureau assumed, through redelegation from the Secretary of the Interior, overall permitting authority in October 1984 for work on public lands. Since over 85 percent of all work approved under ARPA, the Antiquities Act, and FLPMA is conducted on BLM-administered lands, this change will allow BLM to respond quickly to researchers and contractors supporting energy and lands initiatives. The Bureau will also be required to provide for the management and collection of fossils as a legitimate recreational use as a result of increasing interest in these resources. Therefore, hobby collection of fossils by the public will require some control and surveillance to ensure that scientifically significant fossils are not removed or vandalized and that resources are not depleted by overzealous use.

The National Historic Preservation Act (NHPA) directs BLM to take into account the effects of Federal undertakings on archaeological and historic sites. The Bureau has, therefore, developed a tiered inventory system to identify and evaluate properties. The system includes three classes of inventory: Class I, which is essentially a review and synthesis of existing information; Class II, which is a sample-type inventory used to characterize the nature and distribution of sites within a large area; and Class III, which is an intensive inventory designed to document surface features of sites. Proposed program regulations, developed in response to provisions included in 36 CFR 800.11, will emphasize BLM's site evaluation system when enacted. These regulations will allow BLM to categorize sites by their management, interpretative, or scientific values, rather than the general criteria designed for the National Register of Historic Places.

In related areas, efforts continue to upgrade the quality of the cultural resources and paleontological programs' data bases for support of planning and project review and authorization. All BLM State offices have initiated programs to develop or upgrade existing information systems, largely through

automated methods, to help define the location, extent, and sensitivity of sites on public lands. Although not shown on the following program output table, this effort is an important program to improve BLM's cultural resources management capabilities. Emphasis will also continue to be placed on collecting existing information on known paleontological sites. This is critical for completion of initial assessments on the quality of information and management and protection needs.

The program is also responsible for identification, evaluation, nomination, designation, protection, and scientific user services for RNA's, experimental ecological reserves, NNL's, and biosphere reserves. To avoid duplicative efforts and to ensure that investments are made only in the most scientifically valuable natural areas and paleontological resources, these activities are coordinated with State natural area programs, the Nature Conservancy, State natural heritage programs, the U.S. Geological Survey, State survey offices, and universities and museums. The Bureau is also supporting a National Academy of Sciences study on paleontology during FY 1985 and 1986 that will investigate threats to scientifically significant fossils and develop criteria to be used in mitigating impacts.

The Bureau will continue its efforts to carry out ARPA, the Antiquities Act, and FLPMA by reviewing and issuing permits. While the number of permits issued for archaeological and historic work will probably remain constant at the base level, the number of projects, specific work authorizations, and monitoring needs will most likely increase to meet specific land use demands. Archaeological and historic work will be approved through the issuance of permits under section 302 of FLPMA for non-collection surveys and under ARPA for surveys where sites are excavated and materials collected. The scientific permitting workload for the Bureau's paleontology program is expected to increase slightly by FY 1986.

Projected program outputs in cultural resources management from FY 1984 to the FY 1986 base level are as follows:

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Cultural Use Permits Issued (#)	409	434	434	---
Class I Overview Studies/Revisions	13	14	10	-4
Class II Inventory (000 acres)	180	160	120	-40
Class III Inventory (000 acres)	42	38	33	-5
Major Protection Projects (#)	47	41	57	+16
Interim Protection (#)	70	58	65	+7
Cultural Resource Mgmt. Plans (#)	36	32	32	---
Natural History Sites Evaluated/ Established (#)	24	13	14	+1
Natural History Sites Managed (#)	65	58	58	---
Paleontological Site Permits	100	100	100	---
Paleontological Sites Evaluated and Managed	10	20	25	+5

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	5,280	4,930	-350
(FTE-T)	(134)	(129)	(-5)

The reduction of \$350,000 and 5 FTE's in FY 1986 will result in the deferral of 7 cultural resource plans and 7 protection projects for cultural resources management. Additionally, the number of natural history and paleontological sites being managed will decrease by 3 and 5 sites respectively from the FY 1986 Base level. Overall program emphasis will continue at present levels for permit management and protection projects where the Bureau has a long-term management commitment. Inventory will be completed as necessary in support of key BLM planning efforts and special projects.

Distribution of change by object class

The object class detail for the proposed decrease of \$350,000 and 5 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$125,000
Personnel benefits		20,000
Travel and transportation of persons		14,000
Transportation of things		7,000
Printing and reproduction		35,000
Other services		130,000
Supplies and materials		<u>19,000</u>
Total		\$350,000

WILDERNESS RESOURCES MANAGEMENT

Objectives

- o Conduct interim management on wilderness study areas pending completion of wilderness environmental impact statements (EIS's)/wilderness study reports (WSR's), suitability recommendations, and congressional action;
- o Complete 20 WSR's on 80 wilderness study areas (WSA's) covering about 2 million acres;
- o Continue progress on the accelerated planning-EIS schedule, including:
 - 2 wilderness Preliminary Final EIS's (PFEIS's) based on management framework plan (MFP) amendments,
 - 5 wilderness Draft EIS's (DEIS's) based on resource management plans (RMP's),

14 wilderness PFEIS's based on RMP's,
4 wilderness PFEIS's based on joint studies with the Forest Service,
3 FEIS's based on Statewide studies, and
20 WSR's associated with PFEIS's.

- o Prepare PFEIS/WSR supplements based on mineral survey results;
- o Manage any additional wilderness areas designated by Congress; and
- o Coordinate with the U.S. Geological Survey (GS) and Bureau of Mines (BM) on mineral surveys conducted in support of the wilderness program. All new starts will be made on preliminary suitable wilderness study areas.

FY 1986 program

The FY 1986 Estimate for the wilderness management program is \$6,463,000 and 96 FTE.

The wilderness review program consists of five elements: (1) inventory, (2) study, (3) interim management, (4) reporting/recommendation, and (5) wilderness management. These elements are described in detail below.

Inventory

Wilderness inventory in the western States (excluding Alaska) was completed in November 1980. Of the approximately 174 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 24 million acres in 785 separate tracts were identified as wilderness study areas. A comprehensive list of wilderness study areas was published in the Federal Register on December 27, 1983 (48 FR 57060). Some wilderness inventory results were appealed to the Interior Board of Land Appeals (IBLA) by members of the public. Most of these appeals were decided by the IBLA by the end of 1982. Some of these areas deleted from wilderness study by this process are being considered for other protective designations.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 on approximately 4.5 million acres in the Central Arctic Management Area. A cursory inventory was completed in FY 1982.

Study

Some 90 percent of the study workload will have been completed by FY 1986 through the preliminary final EIS/WSR stage. The areas found to have wilderness characteristics are studied to evaluate all potential resource values and uses. On the basis of these studies, BLM will develop recommendations for the Secretary on the suitability or unsuitability of each WSA for inclusion in the National Wilderness Preservation System. The study process is integrated with BLM's planning system, and workloads are determined by the land-use planning schedule. Although FLPMA does not require all studies to be completed until 1991, BLM has accelerated the study process and established an FY 1986 target date for the completion of most of the studies.

Scheduling of wilderness studies is a major public concern, chiefly because the lands remain under interim management constraints during the study period. About 95 percent of the acreage will have been studied by the end of FY 1986, well ahead of the 1991 deadline set by FLPMA. Rapid completion of the studies should allow expeditious release of "nonsuitable" lands from interim management constraints, assuming prompt Congressional approval of release and/or designation recommendations.

Wilderness study areas are being evaluated in detail to determine whether they are suitable for preservation as wilderness areas or should be released for non-wilderness uses. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains planning criteria being used for recommendations on the suitability or unsuitability of wilderness study areas for wilderness designation.

Interim Management

Section 603(c) of FLPMA also requires BLM to manage any lands under wilderness reviews to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values, maintain valid existing rights, and allow "grandfathered" mining, mineral leasing, and grazing activities to continue until final wilderness suitability determinations have been made. Special emphasis has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded. On April 6, 1981, the BLM Director revised the IMP to recognize all mineral leases issued prior to approval of FLPMA as having valid existing rights, thus making them eligible for full development consistent with the rights conveyed, despite the wilderness study status of the lands involved. This change was published in the Federal Register on July 12, 1981 (48 FR 31854). In December 1982, the Secretary directed that there be no mineral leasing or permitting in BLM wilderness study areas until action is taken on their status but continuing to recognize existing rights.

Reporting/Recommendation

Based on study results, including results of GS/BM mineral surveys on all areas recommended as suitable for inclusion in the National Wilderness Preservation System, the Secretary of the Interior reports his wilderness suitability recommendations to the President. As mandated by FLPMA, all reports must be submitted to the President by October 21, 1991; and the President must make his recommendations within two years of receiving each report from the Secretary. Reports will be released periodically as studies are completed. Only Congress can designate an area to be included in the National Wilderness Preservation System.

Wilderness Management

Management of any BLM-administered lands designated by Congress as wilderness will be guided by the Wilderness Management Policy, published in final form in the Federal Register on September 24, 1981. Proposed rulemaking for establishing procedures for the areas designated was published on June 14, 1983 (48 FR 27366). Final rules will be promulgated in FY 1985.

Twenty-three units of public lands administered by BLM and the Forest Service have been designated as wilderness. Four of these units are contiguous to national forest lands designated as wilderness, and administration of three of these wilderness areas was assigned to the Forest Service (FS) by Congress. The 23 units are listed in the following table:

<u>State</u>	<u>Wilderness Name</u>	<u>Year Designated</u>	<u>Public Law No.</u>	<u>Administering Agency</u>	<u>Acres</u>
Arizona	Aravaipa Canyon	1984	98-406	BLM	6,670
	Cottonwood Point	1984	98-406	BLM	6,500
	Grand Wash Cliffs	1984	98-406	BLM	36,300
	Kanab Creek	1984	98-406	BLM	8,850
	Mt. Logan	1984	98-406	BLM	14,600
	Mt. Trumbull	1984	98-406	BLM	7,900
	Paiute	1984	98-406	BLM	84,700
Arizona/ Utah	Paria Canyon				
	Vermillion Cliffs	1984	98-406	BLM	110,000
	Beaver Dam Mountains	1984	98-406	BLM	19,600
California	Santa Lucia	1978	95-237	FS	1,733
	Ishi	1984	98-425	BLM	240
	Machesua Mountain	1984	98-425	BLM	120
	Trinity Alps	1984	98-425	BLM	4,623
	Yolla Bolly- Middle Eel	1984	98-425	BLM	8,500
Idaho	River of No Return	1980	96-312	FS	720
Montana	Bear Trap Canyon (Part of Lee Metcalf Wilderness)	1983	98-140	BLM	6,000
New Mexico	Bisti	1984	98-603	BLM	3,968
	De-na-zin	1984	98-603	BLM	23,872
Oregon	Hells Canyon	1984	98-328	BLM	1,038
	Oregon Islands	1978	95-450	BLM	5
	Table Rock	1984	98-328	BLM	5,500
	Wild Rogue	1978	95-237	FS	10,160
Washington	Juniper Dunes	1984	98-339	BLM	7,140
Total					368,739

Workload changes in FY 1986 reflect the heavy RMP planning workload and reporting/recommendation of WSA's in PFEIS's and the three statewide studies (New Mexico, Oregon, and Utah). Printing of FEIS's for these three statewide studies previously scheduled for completion in FY 1985 will be completed in FY 1986. Wilderness management will continue on recently designated wilderness areas. However, since many of these areas have only recently been designated (late in 1984), BLM is only in the very early stages of developing formal management plans for these areas in FY 1986.

The decrease of an estimated 1.5 million acres protected under the Interim Management Policy is a result of resolution of the litigation on wilderness study areas that were removed from wilderness study by a Secretarial decision on December 30, 1982.

The following workload will be accomplished at the FY 1986 Estimate level:

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>	<u>Inc.(+) or Dec.(-)</u>
<u>Planning Studies</u>				
MFP Amendments:				
DEIS's	2	1	---	-1
PFEIS's/WSR's	4	4	2	-2
Statewide Wilderness Studies:				
DEIS's	---	3	---	-3
PFEIS's/WSR's	---	---	3	+3
FEIS's	---	---	3	+3
MFP-Transition EIS's:				
DEIS's	1	---	---	---
PFEIS's/WSR's	3	2	---	-2
Resource Management Plans:				
DEIS's	7	8	5	-3
PFEIS's/WSR's	6	2	14	+12
Joint Studies Completed	1	2	4	+2
Wilderness Study Reports	13	8	20	+12
<u>Management</u>				
Interim:				
IMP's (000 acres)	25,300	25,300	23,800	-1,500
Designated Wilderness:				
Draft Management Plans	1	3	3	---
Areas Managed	2	20	20	---

RECREATION RESOURCES MANAGEMENT

Objectives

- o Provide management and visitor assistance in 25 of the Bureau's intensively used and nationally significant recreation management areas;
- o Improve resource protection by assigning BLM rangers (with law enforcement authority) to the California Desert Conservation Area (CA), King Range National Conservation Area (CA), Lower Colorado River (AZ), Birds of Prey Area (ID), Red Rocks Recreation Lands (NV), Rio Grande Wild and Scenic River (NM), Fort Meade Recreation Area (SD), Rogue Wild and Scenic River (OR), and the Grand Gulch Area (UT);
- o Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits to commercial recreation and tourism organizations operating in heavily used areas of the public lands;

- o Place increased reliance on volunteer efforts, contributed funds, and cooperative management agreements to achieve planned recreation management objectives; and
- o Develop cooperative management agreements, prepare a requisite number of recreation area management plans and continue ORV designations and inter-agency planning efforts in high priority, intensively used areas of national significance.

Base program

Base funding for the recreation resources management program is \$6,710,000 and 167 FTE. Public demand for recreational use of Federal lands has been rising, and this trend is expected to continue through FY 1986. In FY 1983, there were over 54 million visits to Bureau-administered lands (excluding western Oregon) which totaled over 596 million visitor hours of public land recreational use. The Bureau also administered 406 recreation sites (33,600 acres) which provided nearly 12,000 family picnic and camping units. In that year collections for permit areas, concessions, and fee sites totaled over \$666,000.

Recreation management on the public lands is focused on the approximately 5 percent of these lands (150 areas) where more intensive recreational use requires Bureau involvement through direct supervision of recreational use activities or requiring permits for recreational operations. This phase of the program includes management of 13 national wild and scenic rivers; 20 designated recreational, historic, and scenic trails; the White Mountains National Recreation Area; and major portions of the California Desert, King Range, and Steese National Conservation Areas. Other intensively used areas include whitewater rivers and designated ORV areas.

An important component of the program involves providing an on-the-ground management presence in the nationally significant recreation management areas. The base program provides for rangers and visitor service specialists in the California Desert; rangers in other selected areas of California, Arizona, Utah, Oregon, New Mexico, and Montana; and seasonal visitor management specialists in other more intensively used recreation management areas. In the States cited above, BLM rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence or resource-trained personnel in these areas. Special areas need BLM rangers trained in law enforcement and use supervision to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass and enclosure problems and to promote user safety. Four of the areas (Lower Colorado River, Arizona; Red Rocks Area, Nevada; Rogue River Area, Oregon; and Grand Gulch Area, Utah) need off-road vehicle control and management. Two areas (Rio Grande River, New Mexico; and Grand Gulch Area, Utah) require patrols to prevent illegal activities and to protect significant archaeological sites. Three areas (King Range Area, California; Birds of Prey Area, Idaho; and Rogue River Area, Oregon) have natural wild and scenic or primitive characteristics requiring protection from unauthorized uses.

On the bulk of the public lands, the Bureau only needs to facilitate those extensive recreation uses such as hunting, fishing, rockhounding, four-wheeling, camping and other back-country activities through the provision of maps and information on the availability of these recreation opportunities and through issuing permits for commercial recreation and tourism operations.

Where sites and activities are more significant on a local rather than a national basis, the Bureau will continue efforts to evaluate and seek shared management responsibility, transfer, or termination of its role in providing such facilities or services. The Bureau will also continue to actively encourage voluntary contributions of money, material, labor and other expertise to aid recreation management and maintenance of public lands. In the past, many conservation organizations, conservation and recreation groups, and public service organizations have assisted through a variety of volunteer efforts and cooperative arrangements in sharing management responsibility. In an effort to expand joint efforts of this nature, BLM has provided direction to field offices for recreation management efforts in the cooperative management agreement (CMA) program. This supplements existing cooperative efforts by encouraging specific written agreements outlining management, improvement, or project development in specific areas. In FY 1984, the Bureau received additional statutory authority to use volunteer services to benefit public land management. This authority should greatly assist the Bureau in expanding its use of this source of trained and highly motivated workers.

Many unique public land recreation opportunities are made available to the public through the issuance of permits to (1) private individuals, (2) commercial operators, (3) organizers of competitive events, and (4) promoters of large ORV events. This is an essential Bureau function because the accompanying monitoring and compliance provide the Bureau's main capability to control use and aid resource protection in many areas. The public is also well served through permitting because without commercial operators or the organizers of major competitive events, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many public land recreation opportunities.

Commercial recreation use of the public lands also has important economic implications for communities and private industry. It generates significant economic returns for communities and regions, especially around major Western rivers and in the California Desert and Las Vegas areas. Outfitters and guides alone contribute \$50-60 million annually to the economy of every Western State, with a major segment of this value being derived from recreational activities involving BLM-administered lands. Issuance of permits also provides a monetary return to the Government that exceeds the cost of administering the permitting system.

Activity planning is the generic name which includes recreation area management planning, ORV designation work, interagency planning and coordination, and development of major cooperative management and volunteer agreements. The base program allocates funding to the most essential of these planning efforts.

The following workload table compares planned accomplishments from FY 1984 to the FY 1986 Base.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>
Use Supervision/Visitor			
Assistance (# FTE)	55	55	55
(# of recreation mgmt. areas)	25	25	25
Permit Management (# permits)	6,600	6,600	6,600
Activity Planning (# areas)	28	26	26

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	6,710	7,000	+290
(FTE-T)	(167)	(172)	(+5)

The proposed increase of \$290,000 and 5 FTE will provide additional BLM management capability for a number of heavily used areas which have a high level of recreation use and have been congressionally designated because of their national importance. Primary examples are the Fort Meade area, the Rio Grande Wild and Scenic River, and the Snake River Birds of Prey area. Increased use supervision will provide greater resource protection for dealing with a wide variety of illegal and unauthorized activities that threaten natural resource values. Part of this supervision will include the use of volunteers and the development of cooperative management agreements. In this context, BLM will also seek opportunities to have State and local governments, as well as the private sector, cooperate with the Bureau to manage the recreation use on those recreational areas and sites which largely benefit local communities or users.

Additional use supervision, in combination with a small increase in recreation use permitting activity, will also allow for an increase in compliance efforts related to BLM's new special recreation permit policy and facilitate the collection of additional recreation use fees.

The following is a comparison of planned workloads at the FY 1986 Base and Estimate levels.

<u>Workload Measures</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Use Supervision/Visitor			
Assistance (# FTE)	55	60	+5
(# of recreation mgmt. areas)	25	25	---
Permit Management (# permits)	6,600	6,900	+300
Activity Planning (# areas)	26	28	+2

Distribution of change by object class

The object class detail for the increase of \$290,000 and 5 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$ 125,000
Personnel benefits		20,000
Travel and transportation of persons		20,000
Printing and reproduction		5,000
Other services		90,000
Supplies and materials		10,000
Equipment		20,000
Total		\$ 290,000

Justification of Program and Performance

Activity:	Renewable Resources Management
Subactivity:	Fire Management

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	7,340	7,310	8,710	+1,370	+1,400
(FTE-T)	(141)	(140)	(145)	(+4)	(+5)

Authorization

43 U.S.C. 1748 P.L. 94-579	The <u>Federal Land Policy and Management Act of 1976</u> provides for protection of public lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The <u>Timber Protection Act of 1922</u> provides for mutual aid in fire protection.
42 U.S.C. 1856	The <u>Reciprocal Fire Protection Agreement Act of 1955</u> provides authority for mutual aid in fire protection.

Objectives

The Normal Fire Year Plan (NFYP) presents program objectives and resource requirements for both the fire management and the firefighting and rehabilitation programs to implement wildland fire protection and emergency presuppression actions by the Bureau. The following objectives are reflected in the NFYP:

- o Provide the optimum mix of trained personnel, logistical support, and communication systems in order to minimize the overall cost of wildfire in dollars, resources lost, and loss of life.
 - to reduce the number of fires that burn more than 10 acres from an annual average of 375 to an annual average of 200 in order to realize the maximum acreage loss of 380,000 acres that can be consumed without disrupting resource utilization and management;
 - to prevent an increase in the number and intensity of person-caused fires;
 - to provide mutual assistance to other Federal and State agencies when wildland fires escape their initial control efforts;
 - to cooperate with other fire agencies to develop mutually-beneficial fire management systems;

- to detect potential lightning fire areas and disseminate the information to over 50 field office locations to expedite fire suppression force deployment. Forces will be deployed so initial attack can be made within 30 minutes of the reported lightning fire;
 - to deploy smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska and in the Great Basin, and to follow lightning storm paths as displayed on the automatic lightning detection system in order to move firefighters to remote fires in Alaska, Colorado, Idaho, Montana, Nevada, Oregon, and Utah before the fires reach 10 acres in size;
 - to have 417 ground tanker crews trained and deployed during the SOF period to initially attack more than 1,800 fires in Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. Annually, this requires 2,000 seasonal fire-fighters who must be hired, trained, and equipped to fight 2,500 fires; and
 - to develop a two-fold prevention program with the objective of reducing the number of person-caused fires and person-caused disaster fires by 10 percent annually.
- o Provide technical guidance for use of fire as a tool to enhance resource management.

Base program

The FY 1986 Base level for in the fire management subactivity is \$7,310,000 and 140 FTE.

The fire management program is one element of a two-pronged effort in BLM's wildfire suppression program. The fire management program provides program management, equipment, and information and is consistent from year-to-year. The other prong is "Firefighting and Rehabilitation" which covers the fire presuppression, firefighting, and rehabilitation expenditures that depend on the actual occurrence and severity of fires during the fire season and varies from year to year.

The fire management program shares the basic BLM purpose of protecting and enhancing the natural resources of the public lands to preserve their capability to meet national resource requirements. Specifically, BLM is responsible for protecting property and natural resources on 402 million acres of public land managed both by BLM and by certain other agencies from the destructive effects of wildfire and for ensuring that any "prescribed burning" designed to accomplish a variety of resource objectives is controlled and conducted safely.

BLM carries out its responsibilities on public lands and lands of other Federal, State, and private agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by contracts with State and Federal agencies for approximately 6 million acres.

BLM also operates a fire support center at Boise, Idaho in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency

Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when the local capability is exceeded and the local agency requests assistance. Also housed at BIFC is the National Fire Radio Cache and the BLM fire training development center.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need to increase efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of the Boise Interagency Fire Center. By 1972, BLM had modified its priorities and had begun to increase its detection and initial attack capability. Full implementation of the Normal Fire Year Plan and the Initial Attack Management System (IAMS) should be substantially completed by the late 1980's.

The passage of the Alaska National Interest Lands Conservation Act (ANILCA) transferred large portions of the lands administered by BLM in Alaska to other Interior agencies. BLM has continued to provide the major fire suppression effort for all lands in Alaska, outside of southeast Alaska, including some State and private lands, since BLM was already maintaining a large fire organization to accomplish its mission prior to ANILCA. The Alaska Native Claims Settlement Act (ANCSA) also specified that the Federal Government would provide fire suppression for Native selected lands until such lands produce "substantial revenues."

Through its Alaska Fire Service (AFS) organization, BLM provides fire protection to all Department of the Interior lands in Alaska and to applicable Native lands transferred under the Alaska Native Claims Settlement Act. This amounts to 197 million acres.

The priority accomplishments planned at the Base funding level are as follows:

- o The fire forces will be trained, equipped and dispatched for planned control of about 2,500 fires;
- o BLM will operate and maintain its share of the BIFC programs in fire preparedness, logistical support, training and communications; and
- o Phase I of the three-phase IAMS will become operational.

Increase from FY 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	7,310	8,710	+1,400
(FTE-T)	(140)	(145)	(+5)

The increase of \$1,400,000 and 5 FTE would be used to begin implementation of Phase II of the Initial Attack Management System (IAMS).

IAMS is a support system designed to help the existing fire organization reduce the number of fires which burn over 10 acres and to reduce total suppression costs. Phase I of the IAMS project was funded in FY 1983 at a cost of \$1,900,000 and is only a partial system with limited value until other planned phases are complete. The implementation of Phase I provides an estimated yearly

savings of \$540,000 by replacing high altitude jet aircraft formerly used to locate lightning storms and personnel formerly used to monitor radar to vector thunderstorms. Additional FY 1986 funding will be used to purchase 44 remote automatic weather stations (RAWS), 22 remote interactive graphic terminals required to extend the operational capability of the system, and installation and testing of these units. A portion of the increase will also be used to provide funds for operation and maintenance of the expanded IAMS (Phase I and II components) and to pay certain set-up and operational costs of the system, such as telecommunications charges.

The IAMS provides decisionmakers with an accurate location of lightning strikes, weather conditions, condition of the vegetative fuel in the strike area, the calculated survival of a fire start, the predicted fire spread rate, and the predicted fire intensity. These combined data provide managers with information necessary to respond to the area of highest fire risk first. This information is important in protecting resource values on public lands.

With the Phase II IAMS implementation, BLM expects to be able to reduce the number of lightning fires that escape initial attack by up to 50 percent, but by no less than 25 percent. On the average (five years, 1979 through 1983), 202 lightning-caused fires escape initial attack and burn 286,000 BLM acres each year. It costs BLM an average of \$56 per acre to fight fires. A potential annual suppression cost savings of \$4 to \$8 million could be realized once IAMS is fully implemented and operational.

The Department of Commerce (National Weather Service) currently plans to reduce the level of fire weather and special forecast services in FY 1985. If this occurs, the Bureau will probably have to use a portion of the increase requested for Phase II of IAMS to pay for those basic and essential services in FY 1986.

Distribution of change by object class

The object class detail for the proposed increase of \$1,400,000 and 5 FTE's is as follows:

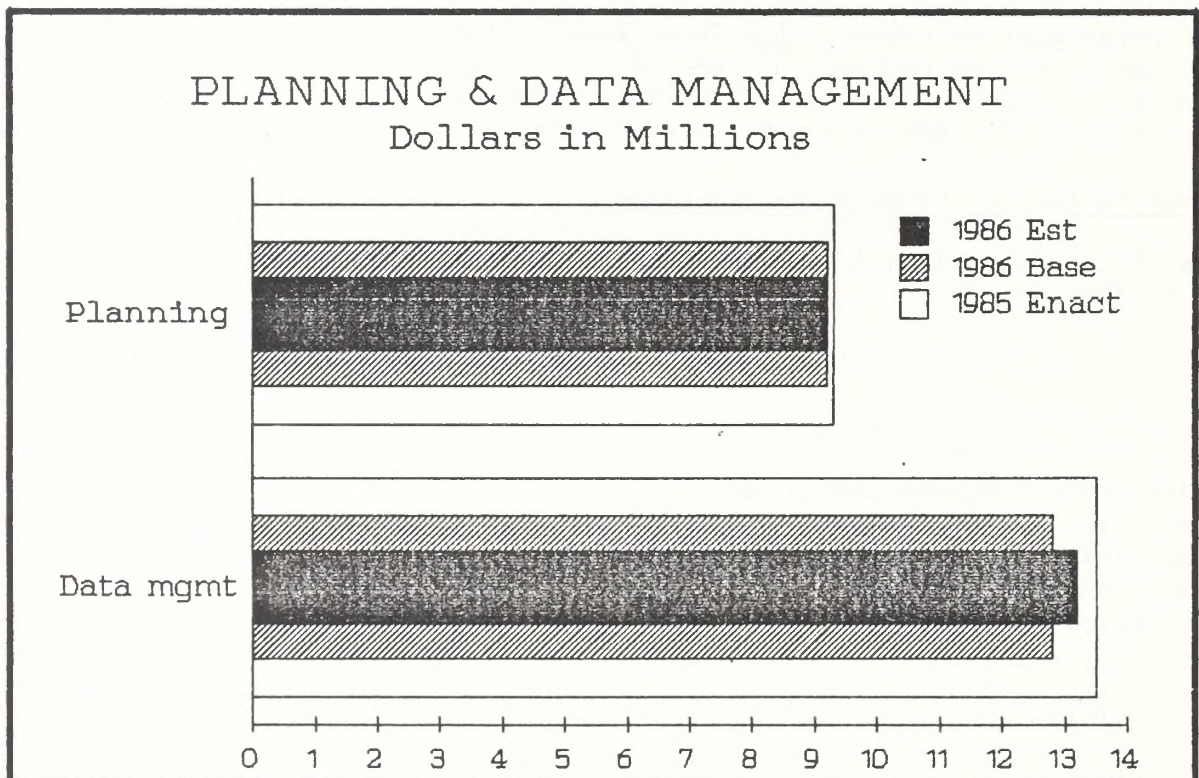
	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$ 130,000
Personnel benefits		17,000
Travel and transportation of persons		8,000
Transportation of things		25,000
Communications, utilities, and other rent		75,000
Other services		125,000
Supplies and materials		20,000
Equipment		<u>1,000,000</u>
Total		\$1,400,000

Activity Summary

Activity: Planning and Data Management

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Enacted to Date</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Planning	\$ 8,921	\$ 9,282	\$ 9,239	\$ 9,239	---
Data Management	14,376	13,463	12,806	13,182	+376
Total	23,297	22,745	22,045	22,421	+376



Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc (+) Dec. (-) from Base
\$	9,282	9,239	9,239	-43	---
(FTE-T)	(235)	(235)	(235)	(---)	(---)

Authorization

43 U.S.C. 1711, 1712 P.L. 94-579	The Federal Land Policy and Management Act of 1976 requires planning for multiple-use management of the public lands.
42 U.S.C. 4321 <u>et seq.</u> P.L. 91-190	The National Environmental Policy Act of 1969 requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objective

The objective of the BLM resource management planning program is to prepare new land use plans or amendments to existing plans when the importance of natural resources development or issues require them. The basic issues which will drive the BLM's planning efforts in FY 1986 include:

- o Meeting court-ordered schedules for grazing EIS's;
- o Supporting Federal coal management and other energy programs which require resource management plans (RMP's) as a base;
- o Supporting the wilderness study program by using the planning process to help review the BLM wilderness study areas (WSA's) to develop suitable or nonsuitable recommendations for Congress; and
- o Supporting other public land management decisions in areas such as energy development, wildlife habitat, recreation use, public land sales, land pattern adjustments, rights-of-way authorizations, and timber management actions.

FY 1986 program

The FY 1986 Estimate level for the planning subactivity is \$9,239,000 and 235 FTE. The Federal Land Policy and Management Act (FLPMA) of 1976 requires that BLM prepare and maintain comprehensive multiple-use plans for the public lands to guide the management of public land resources. These plans are designed to assess the suitability of specific geographic areas to sustain a wide variety of uses and to analyze the effects of alternative uses and levels of use on the resource values involved, on the quality of the environment, on individuals, and on the economics of the affected regions and communities. Throughout the planning process, BLM seeks broad public involvement through its advisory committees, through direct contacts with affected individuals and organizations and, in some cases, through special cooperative projects.

BLM began developing the first generation of land management plans in the 1960's with the concepts of multiple use and public participation as basic principles. These basic principles became the core of the planning regulations (43 CFR 1601) published in September 1979. These regulations, as required by FLPMA, not only provided for new planning procedures but also incorporated the additional requirements of several other laws and the Council on Environmental Quality's (CEQ) National Environmental Policy Act (NEPA) regulations. These planning regulations established procedures for the conversion of BLM planning efforts from management framework plans (MFP's) to the resource management plan (RMP) system.

The July 1983 revision of the planning regulations provided managers with the capability to focus the planning effort on the key issues to be resolved, thus improving the operational efficiency of the planning decisions. A major change from the 1979 regulations was the provision for Governor's review of BLM's proposed plans within a State. A major effort is underway to refine data needs for planning and to reduce the time required for data collection. The FY 1986 program is based on the requirements of the current regulations.

RMP's and MFP amendments are to be the basis for all major public land management decisions, as well as serving as the major guides for determining and coordinating various potential uses of the public lands. These plans will specify the allocation of resources among competing uses and prescribe appropriate management strategies. RMP's are, in most cases, prepared for BLM's smallest administrative units (resource areas) which average about 1.1 million acres in size.

In any one year, the planning program includes monitoring, maintenance, reviewing, and interpreting existing plans for adequacy in providing a basis for making needed resource decisions; identifying needs and scheduling for new plans, and preplanning for plans due to start in the next year; and new starts and work on plans already underway. Plans are scheduled to meet critical decision priorities and timeframes for a variety of BLM programs including coal, grazing, wilderness and oil shale.

The FY 1986 program provides for 6 new RMP starts, 11 RMP completions, and 19 RMP's in progress at the end of the year.

FY 1986 completions reflect the first year that RMP's will be on a pipeline basis, and this level of effort is expected to continue in future years. The FY 1986 program level will support the planning efforts necessary to meet the wilderness, range, and coal needs.

In FY 1986 increased emphasis will be placed on the maintenance and monitoring of completed RMP's as mandated by FLPMA and the planning regulations. Major aspects include ongoing coordination with State and local governments, review of proposed actions for conformance with existing plans, and review of plans to determine whether or not a plan amendment is needed. In FY 1986, 150 reviews will be completed, and 1,700 conformity determinations will be processed.

This level provides capability for full public participation, consultations with State and local governments, and thorough consideration of multiple-use values to provide the basis for comprehensive resource decisions. As RMP's are completed and implemented, efforts to maintain close coordination with State and local governments as well as interested publics will increase and become a larger part of the program.

<u>Workload Measures</u>	<u>FY 1984 *</u> <u>Actual</u>	<u>FY 1985 *</u> <u>Estimate</u>	<u>FY 1986</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>or</u> <u>Dec. (-)</u>
RMP starts	7	7	6	-1
RMP's in progress (EOY)	38	24	19	-5
RMP's completed	14	21	11	-10
MFP completions	3	---	---	---
Amendments (partly funded by Planning)	19	---	---	---
RMP/MFP reviews	100	150	150	---
Conformity determinations	1,000	1,700	1,700	---

* The total number of plans under development is the same as shown in the FY 1985 Justifications. However, the estimated mix between "RMP's completed" and "RMP's in progress" has changed due to additional time for Governor's review, printing delays, and additional public comment time.

Justification of Program and Performance

Activity:	Planning and Data Management
Subactivity:	Data Management

(Dollar amounts in thousands)

	FY 1985 Enacted to Date	1986 Base	FY 1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	13,463	12,806	13,182	-281	+376
(FTE-T)	(232)	(225)	(225)	(-7)	(---)

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for coordination of Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objectives of data management are as follows:

- o Improve the reliability, accuracy and utility of the Bureau's lands and minerals records system by continuing development of the Automated Land and Mineral Record System (ALMRS);
- o Continue the BLM ADP/Data Communications Equipment Modernization Project (ADEMP). (This study, started in FY 1983, will determine what equipment is needed to provide cost-effective and efficient data management support to Bureau programs during the 1980's and 1990's.);
- o Explore other methods for making data management operations more cost-efficient;
- o Provide appropriate ADP systems and programs to meet Bureau data management priorities;
- o Process data using established remote sensing techniques in support of BLM field operations requirements; and

- o Develop geographic information system improvements to increase their utility and effectiveness for supporting BLM energy and renewable resource program requirements.

Base program

The FY 1986 Base funding level for the data management subactivity is \$12,806,000 and 225 FTE. The program involves ADP systems development, computer operations, system and hardware maintenance, data telecommunications, and geographic information systems to support BLM natural resource programs and administrative systems requirements.

Automated Data Processing (ADP)

Automated data processing plays a major role in the accomplishment of BLM's responsibilities as manager of the public lands. This role includes processing that data necessary to make decisions involving resources valued in multi-billions of dollars as well as providing support to make administrative activities more efficient.

At present there are about 20 major operating automated systems within BLM that provide managers with information to make sound resource management decisions. Examples of such systems are the Automated Coal Lease Data System (ACLDS), Lease Management System (LMS), and the Oil and Gas Inventory and Inspection System (OGLIIS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Range Management Automated System (RMAS) which provides accounting for grazing fee billings and provides information on range utilization, and the Ecological Site Inventory which provides managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other automated systems provide necessary information regarding personnel, budget, finance, and other administrative functions.

Under ADP, the following functions are performed:

1. Operation and maintenance of ADP equipment;
2. Development, testing and implementation of new ADP systems;
3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices, and operation and maintenance of central side hardware configurations and State office minicomputers;
4. Screening and control of new system proposals to ensure that proposals support Bureau missions as specified by on-the-ground users and managers and that proposals are coordinated to result in uniform Bureauwide applications; and
5. Technical assistance to system users.

In developing new systems or improving old ones, BLM employs a carefully structured and controlled process to define user requirements, guide systems design and development, and implement, operate and maintain automated systems. During the definition of user requirements, decisions are made concerning the application of ADP versus other forms of information management, e.g., manual record systems, microfiche, etc. Because data management is still a new and expanding technological field, there is considerable management work done on developing policies, plans, standards, procedures, and guidance to the field offices. Part of this management is in support of Departmental efforts to develop coordinated ADP applications.

The initial BLM ADP systems concept was based on having a large, centralized computer center at BLM's Denver Service Center (DSC) to serve all of the Bureau's needs. A Honeywell 66/80 mainframe computer was acquired in 1978 and upgraded to a DPS-8 in FY 1982-1983. Most administrative and natural resource ADP systems are run on this equipment. However, as the state-of-the-art in ADP technology and systems has advanced, Bureau emphasis has changed to enhancing BLM State office on-site data processing capability. Each BLM State Office now has an on-site minicomputer system for general ADP work, and 6 State Offices also have another minicomputer for geographic information systems (graphics) work. To provide these on-site ADP services, each State Office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office resource personnel. Work is continuing to transfer selected ADP systems from the DSC mainframe to the State Office minicomputers to improve support for local operations and provide faster and more reliable service for all local users. Most recently, acquisition of low cost microcomputers has given field offices the capability to provide automated support for program operations.

Geographic Information Systems

Geographic Information Systems (GIS) offer another example of how automation can help managers to make better-informed decisions and reduce costs. Demonstrated benefits of a GIS over manual methods in savings of time and money and in increasing accuracy and reproducibility have greatly expanded the field demand for automated geographic information management.

The GIS replaces manual comparisons of any information which can be displayed on map or mylar overlay, such as terrain, land ownership, transportation networks, land use, and water sources. The DSC develops software and procedures to enable State offices to manipulate information in a GIS to address specific natural resource management issues for environmental impact statements (EIS's), resource management plans (RMP's), and other planning decisions. The DSC also creates data bases which incorporate information remotely sensed by satellite. Routine Bureau applications include: 1) classifying ground cover for habitat location, range and wildlife habitat improvement, and woodland management; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect unauthorized surface disturbance on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects for reseeding or overgrazing; and 4) developing fuel models to predict fire potential for use with remote automatic weather station data and automatic lightning detection. Remotely sensed data are generally applied along with other information in a GIS.

Automated Land and Mineral Record System (ALMRS)

In 1983 BLM initiated the development of the ALMRS to automate BLM's existing manually kept records. This effort was begun in an attempt to streamline leasing processes, implement the policy to improve access to public lands for mineral development purposes, remain current on post-leasing activity, and public land disposal actions. BLM's goal is to complete facilitate implementation of ALMRS by 1991 resulting in greatly improved records management system capabilities. The current land status records system, initiated in 1955, contains data on legal land descriptions and status of more than 46,000 townships, which encompass approximately one billion acres of land in which BLM manages all or part of the surface and subsurface estate. Approximately 11 million land title and status documents are maintained.

The primary documents in the existing system are:

- o The Master Title Plat - A composite of the survey plats of a township on which ownership and land status are entered.
- o Historical Index - A chronological summary of all actions which affect or may affect title to, disposition of, or use of lands and resources within a township.
- o Serial Register Page - Chronological records of each use (lease, permit, etc.) transaction which has been requested or granted affecting the public land.
- o Patent Records - A record of Government deeds (patents) which have originally conveyed legal title of public domain lands to another party (e.g., person, State, etc.) with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

These records are used not only by BLM for management purposes but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties.

Improvements anticipated from automating the existing system include:

- o Decreased time and cost in adjudicating lands and minerals cases. Necessary documents are often kept at separate locations. Under ALMRS, a record can be addressed from any location with the appropriate equipment.
- o Preservation of valuable records which have deteriorated through time due to heavy use.
- o Reduction of space requirements for storage of hard-copy records.
- o Greater convenience for the public in obtaining necessary information from many locations.

- o Greater speed and flexibility in maintaining current status of lands through faster, more accurate updating and enhanced capabilities for casework management and accumulation of statistical data on land availability.
- o Capability for more than one person to access the same data element at the same time, thereby increasing the efficiency and the usability of the records system.

The existing manual, hard-copy system is cumbersome to use and to keep current, but automation will lead to faster and more efficient adjudication of lands and minerals cases and to better service to the public. Many aspects of ALMRS are still primarily in the development stage. However, thus far, those elements that are operational have led to identifying and reducing backlogs in oil and gas, other minerals and lands cases.

Initial efforts in the ALMRS program were devoted to automating lands and minerals case management. By May 1984, 250,000 cases had been entered into the system which is now capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new lands and minerals cases are entered into and tracked by the automated system representing a substantial time savings over the previous manual processes required to produce and maintain these documents.

In addition, computerized tracking of individual cases and groups of case-types has eliminated the need for work intensive information searches and maintenance of cuff records. This information is immediately available not only at BLM State office public rooms, but also at BLM district offices and at Headquarters as well.

Ultimately ALMRS will be an integrated system with three components:

- o Legal Land Description - This component will contain the alpha-numeric information necessary to describe a parcel of land, generally as depicted on official survey plats resulting from a cadastral survey.
- o Ownership and Status - This system will contain data for about 46,000 townships. "Ownership" means the lands or interests in land owned by the Federal Government. "Status" refers to the availability of a given tract of land for governmental or private use, or for disposal or lease; or the restrictions on a tract (such as a withdrawal, wilderness, etc.) which prevent or constrain uses.
- o Case Management Processing - This component provides the capability and information required to record, track, monitor, and report on use applications of all types. In this component, the ALMRS case recordation system will absorb the present Mining Claim Recordation System.

Eventually, data maintained in ALMRS could also be linked to feed into a geographic information system (GIS) to provide map-like graphic displays and analyses of tract characteristics for use by land managers for many resource management purposes.

Funding for ALMRS program development, including identification of user requirements, system design and programming, and procurement of equipment required to support implementation, has been identified in the data management subactivity. Funding for the actual ALMRS program implementation, including collection of legal land description and land status data, has been identified in the realty operations subactivity.

The proposed funding level of \$2,006,000 for ALMRS in data management for FY 1986 is a decrease of \$30,000 from FY 1985. Efforts in FY 1985 and FY 1986 will be concentrated in the two pilot States of Arizona and New Mexico. Other States will be phased in as data collection, system development, and equipment acquisition proceeds. Terminals, printers and telecommunications equipment are being purchased to initiate the program in these State offices. In the pilot States, the primary cost outlays will be made for equipment to improve processing capabilities, improve memory, and enhance disk storage capabilities to accommodate ALMRS workload requirements. The equipment will be compatible with ALMRS data processing requirements, which are standardized on a Bureau-wide basis.

By the end of FY 1986, legal land description data entry will have been completed on 43,400 of the total 46,000 townships; land status data entry will have been completed on 13,000 townships; systems design for case processing with land description and status data will have been completed; pilot State tests will have been completed; and user requirements for case processing with geographic coordinate position data will have been identified.

It is estimated that BLM will save approximately 560 workyears annually when the total ALMRS project is fully operational. This savings will enable the Bureau to focus attention on maintaining a system free of updating and casework backlogs, offering better service to the public and other agencies, and being more responsive to all user needs for this information.

Workload Measure	FY 1984		FY 1985		FY 1986		Inc. (+) or Dec. (-)	
	Units	\$000	Units	\$000	Units	\$000	Units	\$000
ADP Development (# of Projects)	30	3,600	30	2,636	20	2,306	-10	-330
ADP Operation and Maintenance		8,432		8,394		8,272		-122
Telecommunications		1,200		1,312		1,450		+138
Geographic Information Systems		<u>1,144</u>		<u>1,121</u>		<u>778</u>		<u>-343</u>
TOTAL (\$)		14,376		13,463		12,806		-657
ALMRS Program (\$)		3,006		2,036		2,006		-30
Other Data Management (\$)		<u>11,370</u>		<u>11,427</u>		<u>10,800</u>		<u>-627</u>
TOTAL (\$)		14,376		13,463		12,806		-657

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	12,806	13,182	+376
(FTE-T)	(225)	(225)	(---)

The increase of \$376,000 is requested for continued development and installation of Geographic Information Systems to support increasing demands for the use of such technology in the evaluation of resource conditions and the impacts of alternative planning assumptions on resource management requirements. The increase will be used to obtain additional GIS development and software and appropriate hardware support.

	<u>FY 1986 Base</u>		<u>FY 1986 Estimate</u>		<u>Inc. (+) or Dec. (-)</u>	
<u>Workload Measure</u>	<u>Units</u>	<u>\$000</u>	<u>Units</u>	<u>\$000</u>	<u>Units</u>	<u>\$000</u>
ADP Development (# of Projects)	20	2,306	21	2,360	+1	+54
ADP Operation and Maintenance		8,272		8,272		---
Telecommunications		1,450		1,450		---
Geographic Information Systems		<u>778</u>		<u>1,100</u>		<u>+322</u>
TOTAL (\$)		12,806		13,182		+376
ALMRS Program (\$)		2,006		2,006		---
Other Data Management (\$)		<u>10,800</u>		<u>11,176</u>		<u>+376</u>
TOTAL (\$)		12,806		13,182		+376

Distribution of change by object class

The object class detail for the requested increase of \$376,000 is as follows:

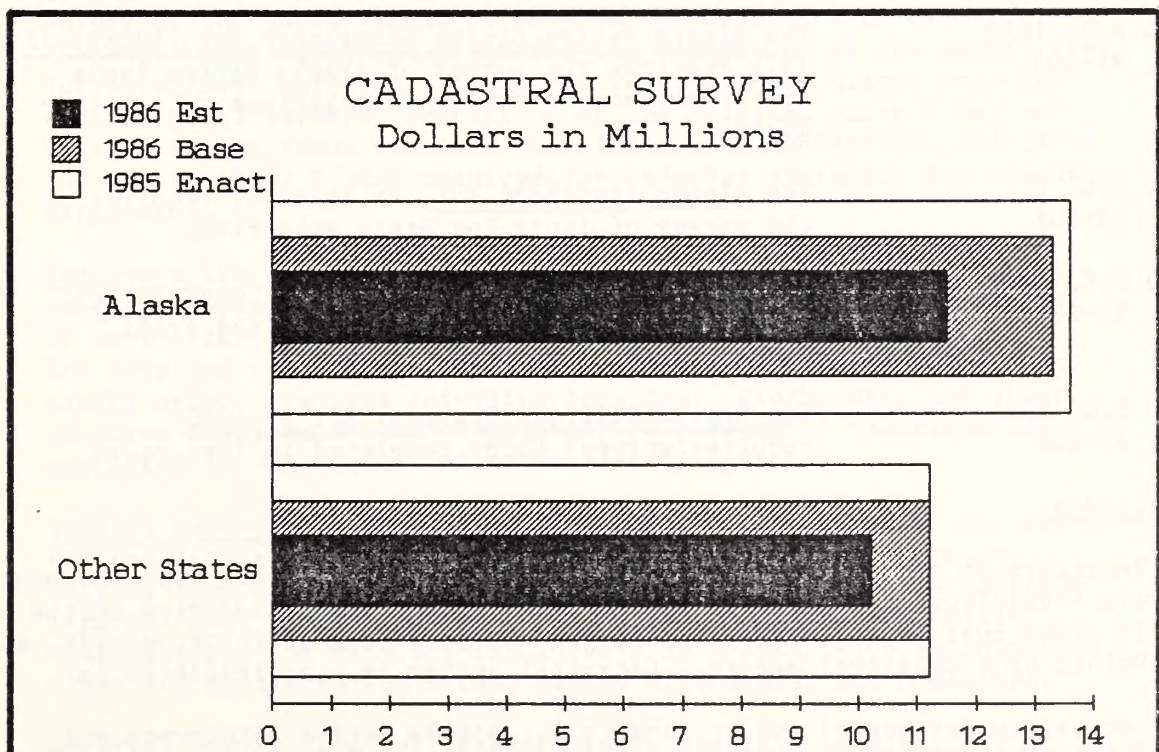
Travel and transportation of persons	\$20,000
Transportation of things	30,000
Communications, utilities, and other rent	50,000
Other services	206,000
Supplies and materials	10,000
Equipment	<u>60,000</u>
Total	\$376,000

Activity Summary

Activity: Cadastral Survey

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Enacted to Date</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Alaska	12,140	13,630	13,304	11,504	-1,800
Other States	11,733	11,196	11,154	10,191	-963
Total	23,873	24,826	24,458	21,695	-2,763



Justification of Program and Performance

Activity: Cadastral Survey

(Dollar amounts in thousands)

<u>Subactivity</u>		1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Alaska	\$	13,630	13,304	11,504	-2,126	-1,800
	(FTE-T)	(150)	(140)	(138)	(-12)	(-2)
Other States	\$	11,196	11,154	10,191	-1,005	-963
	(FTE-T)	(315)	(314)	(304)	(-11)	(-10)
Total Requirements	\$	24,826	24,458	21,695	-3,131	-2,763
	(FTE-T)	(465)	(454)	(442)	(-23)	(-12)

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The <u>Federal Land Policy and Management Act (FLPMA) of 1976</u> authorizes the delineation of boundaries of the public lands.
43 U.S.C. 1612 P.L. 92-203	The <u>Alaska Native Claims Settlement Act (ANCSA) of 1971</u> requires the survey of Alaska Native lands for conveyance to Native associations and individuals.
48 U.S.C. 2 P.L. 85-508	The <u>Alaska Statehood Act</u> , as amended, requires the survey of lands for State selection.
16 U.S.C. 3101, <u>et seq</u> P.L. 96-487	The <u>Alaska National Interest Lands Conservation Act (ANILCA) of 1980</u> requires maps and legal descriptions.
45 U.S.C. 1201 P.L. 97-468	The <u>Alaska Railroad Transfer Act of 1982</u> requires surveys to be completed in five years.

Objectives

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey. Cadastral survey is a prerequisite to:

- o Actual conveyance of public land (e.g., Alaska Native allotments and State selections);
- o Establishing precise on-the-ground boundaries for leases or other uses of the public lands (e.g., in Wyoming the restoration of old original surveys on coal lease lands that will affect millions of dollars of resources); and

- o Determining precise boundaries to avoid (a) trespass by either private parties against the government or by the government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement will permit an increase in the number of legal cadastral surveys on FS-administered lands. This will benefit administration of all programs by helping resolve trespass and unauthorized occupancy cases and promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval.

Three major types of cadastral surveys are executed on the public lands: original surveys, resurveys, and special surveys.

- o Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.
- o Resurveys are executed to re-establish the boundary executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, coal, geothermal, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.
- o Special surveys are those that do not fall into either of the above two categories. These include surveys of public land islands omitted from original surveys, correction of fraudulent or omitted land surveys, mineral surveys of lode mining claims and Indian reservations, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates this type of survey only when needed to solve a specific management problem. The workload elements used under "other surveys" are broken out by the resource being supported, i.e., lands, energy, forestry, etc. However, funding is not allocated by resources, and acreages are only estimates based on historical data to show impacts of funding levels.

The BLM cadastral survey program is divided into two subactivities with substantially different work requirements and support needs -- Alaska and the Other States.

ALASKA

Objectives

All planned surveys in support of Alaska programs are required by recent Acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- o Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA and the Alaska Statehood Act;
- o Complete surveys of the remaining 9,490,000 acres (exterior boundaries) of land selected under ANCSA by 1990; and
- o Complete surveys of the remaining 54,296,000 acres (exterior boundaries) of land selected by the State by 2005;

Base program

Funding for the Alaska program at the Base level is \$13,304,000 and 140 FTE. Program emphasis in FY 1986 will shift from completion of large acreage exterior boundary surveys to an intensive, concentrated effort to survey small inholdings and water body meanders within selected lands. These surveys are very high cost, low acreage surveys but are essential for patent issuance and have been deferred in previous years. Many of the areas remaining to be surveyed are also located in areas of the State where terrain, climatic conditions and required logistical support will cause a large increase in the cost per acre of the areas to be surveyed. The net effect of these two factors is a considerable reduction in the number of acres surveyed for ANCSA and State selections. This does not reflect a change in the magnitude of the Alaska program workload but instead represents a more complex, higher cost survey workload.

The workload proposed at the FY 1986 Base level compared with that in FY 1984 and FY 1985 is as follows:

<u>Workload Measure</u>	<u>FY 1984</u>		<u>FY 1985</u>		<u>FY 1986</u>		<u>Inc. (+)</u>	
	<u>Actual</u>		<u>Estimate</u>		<u>Base</u>		<u>or</u>	
	<u>Acres</u>		<u>Acres</u>		<u>Acres</u>		<u>Dec. (-)</u>	
	<u>(000)</u>	<u>Number</u>	<u>(000)</u>	<u>Number</u>	<u>(000)</u>	<u>Number</u>	<u>(000)</u>	<u>Number</u>
ANCSA	1,123		1,500		300		-1,200	
State Selections	414		100		500		+400	
Native Allotments		380		550		700		+150
Other Parcels		35		40		30		-10
(homesite, trade, and manufacturing)								

These FY 1985 workload figures represent a continued emphasis on completing highcost, high priority small tract surveys such as the Alaska Railroad and Native allotments.

The \$13,630,000 appropriated for FY 1985 represents planned accomplishment of 3,850 miles of completed rectangular net survey (approved plats) and 700 miles of completed special surveys (approved plats, small tracts and Native allotments). These completed surveys will make 4.5 million acres available for patent to the State of Alaska and Native corporations. Thirty-one thousand acres of special surveys (small tracts) representing 425 parcels will be available for patent to private individuals.

A change of emphasis is reflected in the above workload as effort shifts from surveys for ANCSA conveyances back to surveys for State selections and surveys of Native allotments. BLM is developing an approach to managing survey work which identifies the various survey needs of a particular area, especially all of the small tracts such as allotment parcels and inholdings which require survey, and combining these surveys into a coordinated project especially for field work, to reduce the costs of performing individual small area surveys one after another.

Decrease from 1986 Base

	(dollars in thousands)		
	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	13,304	11,504	-1,800
(FTE-T)	(140)	(138)	(-2)

The decrease of \$1,800,000 and 2 FTE will result in a reduction of surveys to identify State, Native, and Forest Service boundaries in southeast Alaska and a decrease of 200 Native allotments surveyed from the FY 1986 Base. Most of the reduction will affect surveys which the Bureau presently contracts with private surveyors to perform. However, even at the reduced FY 1986 level, the estimate of State selection surveys and Native allotment surveys completed will be roughly comparable to completions in FY 1985, and for Native allotments, higher than in FY 1984. State selection survey accomplishments will be close to the FY 1984 level completed.

<u>Workload Measure</u>	<u>FY 1986 Base</u>		<u>FY 1986 Estimate</u>		<u>Inc. (+) or Dec. (-)</u>	
	<u>Acres (000)</u>	<u>Number</u>	<u>Acres (000)</u>	<u>Number</u>	<u>Acres (000)</u>	<u>Number</u>
ANCSA	300		200		-100	
State Selections	500		400		-100	
Native Allotments		700		500		-200
Other Parcels		30		30		---
(homesite, trade, and manufacturing)						

Distribution of change by object class

The object class detail for the decrease of \$1,800,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	2	\$ 65,000
Personnel benefits		15,000
Travel and transportation of persons		30,000
Other services		1,675,000
Supplies and materials		<u>15,000</u>
Total		\$1,800,000

OTHER STATES

Objective

The objective of the Other States cadastral survey program is to provide cadastral survey support for Bureau priorities within the lands and realty, energy and minerals, forestry, and other renewable resource programs.

Base program

The FY 1986 Base funding level for the cadastral survey - other States program is \$11,154,000 and 314 FTE. The Bureau will be able to survey 1,307,000 acres in direct support of specific resource programs as follows:

- o 481,000 acres for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, proposed exchanges, and efforts to solve some of the unauthorized occupancy situations which exist throughout the Western States and in some Eastern States;
- o 581,000 acres for energy development programs in areas of extensive intermingled lands. Surveys will permit land ownership identification and, ultimately, will expedite energy development exploration;
- o 137,000 acres of boundary surveys for forestry operations to support planned timber sales; and
- o 108,000 acres for multiple-use resource programs to delineate legal property boundaries in support of planned management actions or needs, such as trespass abatement.

These planned surveys are resurveys and special surveys. No provision has been made for public land surveys (original surveys) unless required by a specific resource program objective.

	FY 1984	FY 1985	FY 1986	Inc. (+) or Dec. (-)
<u>Workload Measure</u>	<u>Actual</u>	<u>Estimate</u>	<u>Base</u>	
<u>Acres (000)</u>				
Lands	775	495	481	-14
Energy	417	555	581	+26
Forestry	178	140	137	-3
Multiple-Use	234	110	108	-2

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	11,154 (314)	10,191 (304)	-963 (-10)

The decrease of \$963,000 and 10 FTE will result in the deferral of 114,000 acres of lower priority surveys as shown in the following table. The deferral of these lower priority surveys will not result in the delay of any specific management objectives.

<u>Workload Measure Acres (000)</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Lands	481	439	-42
Energy	581	531	-50
Forestry	137	125	-12
Multiple-Use	108	98	-10

Distribution of change by object class

The object class detail for the decrease of \$963,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	10	\$240,000
Personnel benefits		35,000
Travel and transportation of persons		100,000
Transportation of things		80,000
Communications, utilities, and other rent		115,000
Printing and reproduction		30,000
Other services		288,000
Supplies and materials		25,000
Equipment		<u>50,000</u>
Total		\$963,000

Activity Summary

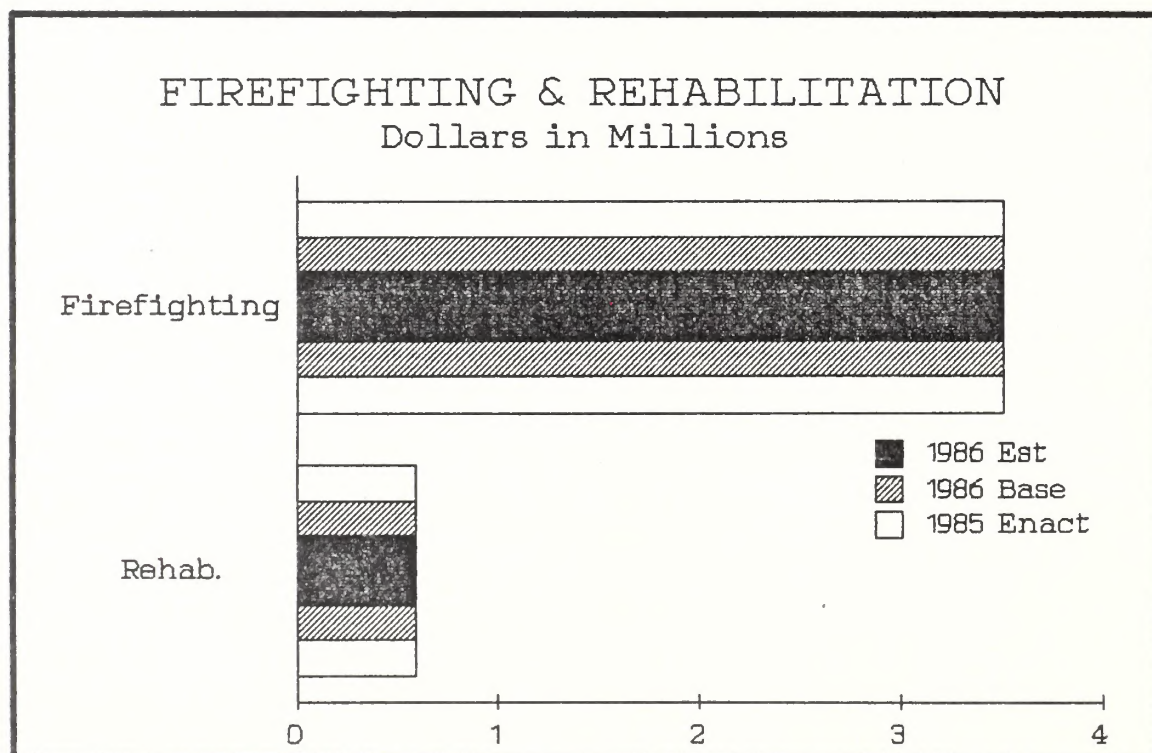
Activity: Firefighting and Rehabilitation

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1984</u> <u>Actual</u>	<u>FY 1985</u> <u>Enacted</u> <u>1/ to Date</u>	<u>FY 1986</u> <u>Base</u>	<u>FY 1986</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>Dec. (-)</u> <u>from Base</u>
Firefighting and Presuppression	\$53,343	\$3,513	\$3,513	\$3,513	---
Rehabilitation	1,587	588	588	588	---
 TOTAL	 \$54,930 (45,000) <u>2/</u>	 \$4,101	 \$4,101	 \$4,101	 ---

1/ Includes \$5,181,000 from FY 1984 supplemental to pay the State of California for late billed pre-1984 fire suppression services by CDF.

2/ Represents the FY 1984 firefighting and rehabilitation costs that were financed through transfers authorized under section 102 of the General Provisions of the FY 1984 Interior Appropriations Act. See pages BLM-377-378.



Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(Dollar amounts in thousands)

<u>Subactivity</u>		<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
Firefighting and Presuppression	\$	3,513	3,513	3,513	---	---
	(FTE-T)	(888)	(888)	(888)	(---)	(---)
Rehabilitation	\$	588	588	588	---	---
	(FTE-T)	(20)	(20)	(20)	(---)	(---)
Total Requirements	\$	4,101 <u>1/</u>	4,101	4,101 <u>2/</u>	---	---
	(FTE-T)	(908)	(908)	(908)	(---)	(---)

Authorization

P.L. 98-146, The General Provisions of the FY 1984 and FY 1985
Sec. 102; Appropriations Acts for the Department of the Interior and
P.L. 98-473 Related Agencies authorize the Secretary to transfer funds
Sec. 102 from other Department accounts for the suppression or
 emergency prevention of forest or range fires on or threaten-
 ing the public lands and for the emergency rehabilitation of
 burned lands.

Objectives

- o Provide the forces necessary to manage, detect, and suppress wildfires in order to maintain the productivity of the public lands; and
- o Provide the initial funding to take immediate actions to reduce the damage resulting from wildfires or other natural disasters.

1/ Actual firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other natural disasters and vary from year to year. FY 1985 emergency presuppression, firefighting and rehabilitation costs will be financed through current year transfers made under section 102 of the General Provisions.

2/ The amount requested for FY 1986 is only the minimum amount needed to initiate emergency actions. All estimated FTE are accounted for here to reach Bureauwide totals although funding for most of these FTE's is provided through current year fund transfers.

FIREFIGHTING AND PRESUPPRESSION

The firefighting and presuppression program includes the following components:

A. Management: This category includes the required permanent work-force necessary to initiate and manage the fire preparedness and suppression program and includes the planning, evaluation, and management necessary to carry out the suppression effort. Only permanent personnel assigned specifically to management of the fire suppression program are funded in this category.

B. Presuppression: These functions are performed to prepare the fire suppression forces to fight an average of 2,500 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 327 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multipurpose aircraft; inventorying and stocking fire supply caches; activating 120 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The Bureau uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission.

C. Suppression: These functions include all actions directly tied to suppressing a specific fire including costs of: firefighting and fire command/support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category.

REHABILITATION

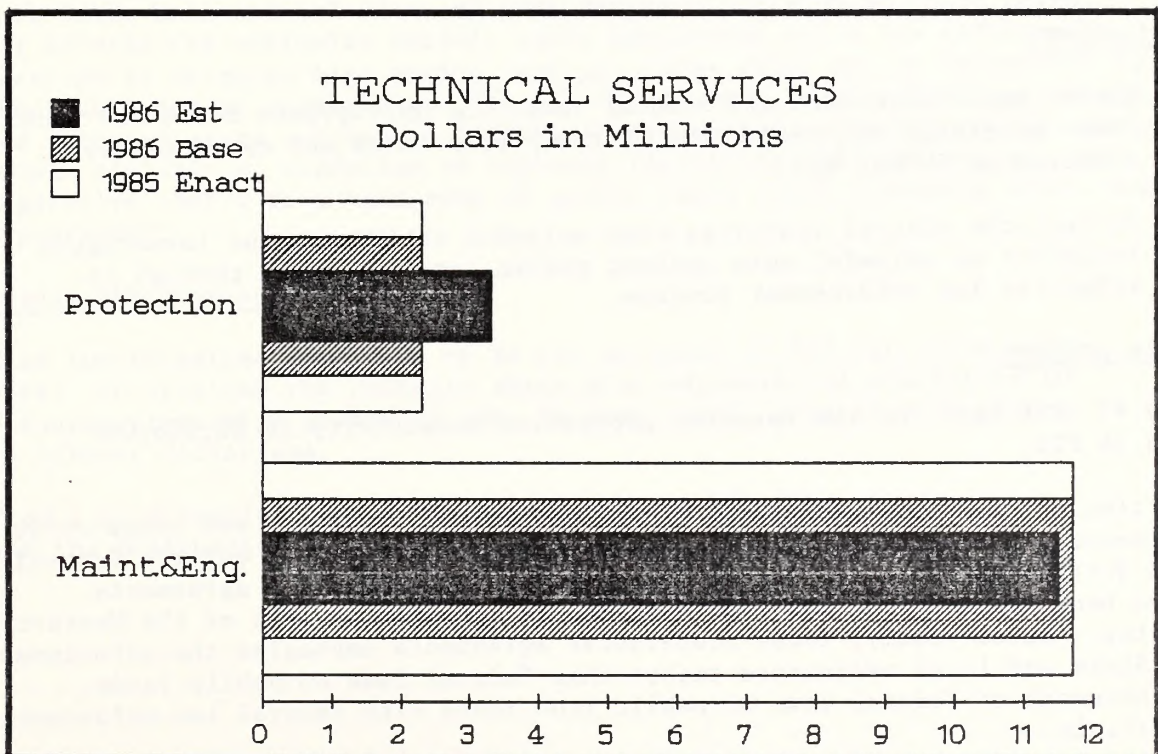
Rehabilitation costs are incurred to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This sub-activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding on a burned area to establish a vegetative cover quickly to reduce wind and water erosion damage; construction of temporary water diversion structures to reduce erosion from water runoff; temporary fencing to prevent animals from killing the revegetated areas; and felling of fire-damaged trees in high use recreational areas.

Activity Summary

Activity: Technical Services

(Dollars in thousands)

	<u>FY 1984 Actual</u>	<u>FY 1985 Enacted to Date</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Resource Protection	2,073	2,328	2,306	3,306	+1,000
Maintenance and Engineering Services	<u>10,902</u>	<u>11,741</u>	<u>11,717</u>	<u>11,501</u>	<u>-216</u>
Total	12,975	14,069	14,023	14,807	+784



Justification of Program and Performance

Activity: Technical Services
Subactivity: Resource Protection

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$ (FTE-T)	2,328 (25)	2,306 (24)	3,306 (29)	+978 (+4)	+1,000 (+5)

Authorization

43 U.S.C. 1733
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, Section 303(a), authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of public lands, including the property located on these lands. Under the Act, the Secretary may authorize Federal personnel or contract with other Federal agencies and appropriate local officials to carry out his law enforcement responsibilities.

Objectives

- o Ensure compliance with all Federal laws, and appropriate State and local laws, governing the protection of the public lands and resources as directed by FLPMA; and
- o Protect the natural resources from unlawful activities and investigate incidents of unlawful acts against public land resources through an effective law enforcement program.

Base program

The FY 1986 Base for the resource protection subactivity is \$2,306,000 and 24 FTE.

Section 303 of FLPMA encouraged BLM to enter into contracts and cooperative agreements with State and local law enforcement agencies to enforce Federal and State laws on public lands. Since FY 1978, cooperative agreements have been signed with local law enforcement agencies in most of the Western States. Specifically, these cooperative agreements emphasize the enforcement of State and local ordinances rather than Federal laws on public lands. Enforcement of Federal laws on public land rests with Federal law enforcement officials.

The actual number of cooperative agreements can vary from year to year, because agreements may be on a county-wide basis, for specific problem areas only, or for a specified, limited time period, such as long holiday weekends. With the base level of funding, an estimated 67 cooperative agreements will be in effect.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>
Cooperative agreements signed	52	67	67
(Average cost per agreement)	(\$17,000)	(\$20,000)	(\$20,000)
Cooperative agreements by State			
Alaska	1	1	1
Arizona	4	6	6
California	15	20	20
Colorado	3	3	3
Idaho	11	12	12
Montana	1	1	1
Nevada	2	3	3
Oregon	10	15	15
Utah	5	6	6

BLM special agents monitor each cooperative agreement. The agreements are usually with a county sheriff or a State or county recreation or park department. Resources being protected through cooperative agreements vary from State-to-State and by the nature of the problem.

Cooperative agreements in California's Mendocino County and in Montana's Fort Meade Recreational Area and with Nevada's Division of State Parks all provide for vehicular patrol, radio monitoring and a law enforcement presence at selected high public land use areas which act as deterrents to numerous types of violations. Patrol and presence, particularly in remote and isolated areas, provide a measure of prevention, reducing people-versus-people violations, vandalism to improved facilities, ORV violations, and vegetative thefts to a vast area of public lands which otherwise would remain unprotected.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM law enforcement work. It provides the contacts which give exposure and visibility to resource protection personnel and, in many cases, acts as a deterrent to further violations.

From 1 to 4 special agents are assigned to each BLM State office and the Headquarters Office.

The following table summarizes projected casework in FY 1984, FY 1985 and at the FY 1986 base level.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>	<u>Inc. (+) or Dec. (-)</u>
Investigations:				
Wild horse and burro	40	40	40	---
Timber theft	50	50	50	---
Range arson	25	20	20	---
Antiquity theft and destruction	50	50	50	---
Mineral theft and fraud	50	50	50	---
Theft and destruction of government property	80	85	85	---
Recreation site violations	45	50	50	---
Occupancy trespass	335	340	350	+10
Other*	65	55	45	-10

* Assault, fraud, vegetative theft, assisting other agencies, marijuana control, and miscellaneous.

Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal; oil and gas lottery fraud; theft and destruction of archaeological resources, timber, Native desert vegetation, minerals, and wild horses and burros; and unauthorized use.

The growing and harvesting of marijuana on public lands has increased tremendously over the past several years. The problems related to this illegal production have multiplied. Some State and local government agencies and some Federal agencies have begun to address this problem, and in 1983 BLM began to use some of its manpower and resources to initiate action in this area. Since funds budgeted to the resource protection program have never been specifically earmarked for marijuana control, most of the base efforts in marijuana control have been indirect.

Cooperative agreements signed with county sheriffs have not outlined marijuana control as a work task to be accomplished; however, through informal arrangements, BLM has worked cooperatively with State and local government agencies in this matter. Considerable time of BLM special agents, particularly in California and Oregon, has been devoted to marijuana control work, resulting in work in other areas being forgone or postponed. We estimate that about \$300,000 annually is being used from the current resource protection program for marijuana eradication and control.

The BLM is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service, and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting (CAMP).

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
\$	2,306	3,306	+1,000
(FTE-T)	(24)	(29)	(+5)

The increase of \$1,000,000 in FY 1986 will be used for the detection, control and eradication of marijuana (cannibis) growing on the public lands.

The proposed increase is a start on an effort which should not be postponed. The program has four components: detection, visitor/user safety and public awareness, employee safety, and law enforcement.

Certain areas of the public lands are becoming unsafe for both visitors/users and BLM employees because of illegal cultivation of marijuana plants. It is becoming increasingly dangerous, particularly in areas of California and Oregon where marijuana has become the major cash crop. Additionally, public resources and the environment are being damaged by marijuana cultivators. Ground water supplies are being endangered by the use of concentrated fertilizers; wildlife is being exposed to large concentrations of rodent poisons; and major fires are being caused by marijuana cultivators.

Detection includes uses of remote sensing technology, aircraft overflights, interpretation of aerial photographs, ground checking and interagency coordination to discover illegal marijuana plantations on public lands.

Visitor/User Safety and Public Awareness encompasses a public education program to alert visitors and users of the public lands to the problems involved, and give them an opportunity to suggest means of dealing with the problems.

Employee Safety training is provided to employees to deal with the problems resulting from discovery of cultivation of marijuana on public lands and how to deal with the possible hazards of working on the public lands in areas where marijuana is grown.

Law Enforcement includes actions conducted in cooperation with other Federal, State and local law enforcement personnel to find and destroy marijuana plantations on the public lands and, where possible, to identify and arrest the growers.

The requested increase of \$1,000,000 will provide funding for 5 additional special agents, 26 additional cooperative agreements with State and local law enforcement agencies, special equipment and contract support, including aircraft overflights, aerial photography, inventory and data processing, and expanded coordination with other agencies.

The Federal Strategy for the Prevention of Drug Abuse and Drug Trafficking was issued by the White House in 1982. The Department of the Interior issued a policy directive in July 1983 for the "Cannibis Reduction Program." Cultivation of marijuana is illegal in most States and on the public lands.

The proposed increase will establish a program to begin to deal with this problem. An important element of this program will be the establishment of 26 additional cooperative agreements oriented primarily to the marijuana cultivation problem. The estimated distribution of agreements by state follows:

<u>Workload Measure</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Cooperative agreements	<u>67</u>	<u>93</u>	<u>+26</u>
Alaska	1	2	+1
Arizona	6	8	+2
California	20	26	+6
Colorado	3	5	+2
Idaho	12	17	+5
Montana	1	2	+1
Nevada	3	5	+2
New Mexico	--	2	+2
Oregon	15	19	+4
Utah	6	7	+1

Distribution of change by object class

The object class detail for the proposed increase of \$1,000,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	<u>5</u>	\$ 165,000
Personnel benefits		21,000
Travel and transportation of persons		50,000
Other services		650,000
Supplies and materials		24,000
Equipment		<u>90,000</u>
Total		<u>\$1,000,000</u>

Justification of Program and Performance

Activity: Technical Services
 Subactivity: Maintenance and Engineering Services

(Dollar amounts in thousands)

Program Elements		1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Building	\$	3,100	3,094	3,378	+278	+284
Maintenance	(FTE-T)	(55)	(55)	(55)	(---)	(---)
(Energy Conserva- tion - Retrofit Projects)	\$	(---)	(---)	(14)	(+14)	(+14)
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Recreation	\$	4,049	4,043	3,543	-506	-500
Maintenance	(FTE-T)	(73)	(73)	(68)	(-5)	(-5)
Transportation	\$	3,454	3,442	3,442	-12	---
Maintenance	(FTE-T)	(53)	(53)	(53)	(---)	(---)
Engineering	\$	1,138	1,138	1,138	(---)	---
Services	(FTE-T)	(26)	(26)	(26)	(---)	(---)
(Energy Conser- vation-Technical Surveys)	\$	(80)	(80)	(80)	(---)	(-80)
	(FTE-T)	(2)	(2)	(2)	(---)	(---)
Total Requirements	\$	11,741	11,717	11,501	-240	-216
	(FTE-T)	(207)	(207)	(202)	(-5)	(-5)

Authorization

43 U.S.C. 1701,
 1731-32, 1762

Federal Land Policy and Management Act of 1976
 provides authority for:

- maintenance of roads required for protection, development, and management of lands for utilization of forests and other resources; and
- directs that public lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

16 U.S.C. 594
 P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber owned by the United States from fire, disease, or insect ravages.

During the period of 1973-1985, the Bureau will have spent about \$80 million in capital investments for buildings, recreation facilities and roads. In total, the estimated in-place value of these capital facilities and buildings owned and constructed by BLM is almost \$360 million. The proposed maintenance and engineering services expenditures of \$11,501,000 in FY 1986 represent 3.2 percent of the capital investment to be used for maintenance, upkeep, and protection of the investment.

Maintenance expenditures are also directly related to ensuring that a safe environment exists for users of public lands and for Federal employees who manage and protect resource values.

BUILDING MAINTENANCE

Objectives

- o Provide maintenance on 132 BLM-owned office buildings, 700 other BLM-owned buildings and associated water and sewer systems in order to:
 - provide a safe and professional working environment for BLM employees and for public visitors to BLM office buildings, and
 - maintain the public investment through adequate stewardship of Federal buildings.
- o Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other energy conservation measures identified in technical surveys as being cost effective.

Base program

The Base level of \$3,094,000 and 55 FTE provides maintenance of BLM-owned office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards (outside of western Oregon).

Maintenance includes:

- o Minor maintenance work, such as repainting and replacing broken windows;
- o Major maintenance work, such as repairing sewage systems and facilities and minor structural repairs;
- o Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems; and
- o Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation and gravel replacement.

Of the approximately 1,400 buildings owned by BLM, about 132 office buildings and over 700 other buildings will be maintained. The buildings scheduled for maintenance are those that are targeted for long-term retention and needed to accomplish the goals of the organization. BLM will also maintain 177 water and sewage systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986</u> <u>Base</u>	<u>FY 1986</u> <u>Estimate</u>	<u>Inc. (+)</u> <u>or</u> <u>Dec. (-)</u>
\$	3,094	3,378	+284
(FTE-T)	(55)	(55)	(---

The FY 1986 Base funding level does not provide for major repairs to structures or replacements of worn-out fixed equipment and is not sufficient for scheduled maintenance in certain instances. The Base level also does not provide for maintenance of newly acquired or completed buildings.

The proposed increase in FY 1986 will provide for maintenance of an additional 125,000 square feet of buildings (including the Anasazi Heritage Center, Colorado, and the new Elko District Office, Nevada), modification/replacement of 5 heating, ventilating and air conditioning HVAC systems, 2 roof replacements, repair/replacement of 4 water systems, and improved quality of maintenance of 6,000 square feet of office buildings. The buildings that would benefit from the increased funding are also those that are targeted for long-term retention. All additional funding will be directed to contract services or replacement of HVAC systems. Emphasis will be placed on the most critical maintenance needs that should not be postponed.

Distribution of change by object class

The object class detail for the increase of \$284,000 is as follows:

	<u>Amount</u>
Other services	\$200,000
Supplies and materials	30,000
Equipment	<u>54,000</u>
Total	\$284,000

RECREATION MAINTENANCE

Objectives

- o Maintain 436 developed recreational sites on the public lands (outside of western Oregon) at a standard that will:
 - Protect public facilities, investments and resource values; and
 - Remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- o Provide cleanup and hazard reduction at about 4,000 undeveloped public land sites receiving recreational use to ensure public safety and to protect the surrounding natural resource values.

Base program

The base program level is \$4,043,000 and 73 FTE. The principal costs of maintaining recreation sites are:

- o trash collection;
- o installation and maintenance of water purification systems;
- o repair of structures (picnic facilities, restrooms, etc.);
- o removal of hazards such as dead trees, excess fire fuel, old mine shafts, etc.; and
- o repair or replacement of signs.

This level of maintenance will help to ensure safe, hazard-free and sanitary conditions for visitors to the public lands. This includes \$2,828,000 for trash collection, installation and maintenance of water purification devices, and repair of facilities at 436 developed recreation sites. The remaining \$1,215,000 will be used for cleanup of about 4,000 picnic and undeveloped sites and removal of 300 hazards.

Maintenance of recreational facilities is supplemented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are also being developed with local clubs or other organizations to maintain recreational sites whenever possible.

Examples of the need for cost-effective maintenance can be found in most BLM districts, but the recreation sites on the Lower Colorado River and the Imperial Sand Dunes areas in California illustrate the maintenance requirements that BLM faces. The Bureau has invested over \$1.5 million in the construction of facilities in these areas. Without a scheduled preventive maintenance program to protect water, sewer, and electrical systems, buildings, roads, and parking areas, BLM will soon face replacement costs that approach the total capital investment.

The Lower Colorado River and the Imperial Sand Dunes areas support over 7 million visitor use days. This intensity of use is comparable to the use received by some areas of the National Park System. Failure to take the necessary actions could require closing the areas, resulting in a loss of the public's investment and serious health and safety hazards.

In order to ensure more effective use of maintenance funds, BLM is including a periodic maintenance schedule as part of the design requirements on all new projects. During FY 1986, BLM will maintain 436 developed campsites consisting of 4,726 "Family Units." ^{1/} An additional 4,000 picnic and undeveloped sites will receive minimum maintenance to protect users' health and safety. Maintenance funds will be concentrated on the most intensively used recreation areas where both visitor use and BLM's investment is the greatest.

^{1/} A "Family Unit" is the facility that a typical family would use at a developed campground and will normally consist of a parking space, table, fire or barbecue site with associated water, sewage, and trash facilities.

Decrease from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
\$	4,043	3,543	-500
(FTE-T)	(73)	(68)	(-5)

The proposed decrease in FY 1986 will defer cleanup of 1,500 picnic and undeveloped sites and removal of 50 hazards. However, an Administration initiative would increase charges for commercial use and use of developed recreation facilities on public lands. Legislation is being proposed which would return revenue from these increased fees to the Bureau for use in maintaining and developing recreational facilities beginning in FY 1987.

Distribution of change by object class

The object class detail for the \$500,000 decrease is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	5	\$ 125,000
Personnel benefits		15,000
Travel and transportation of persons		5,000
Transportation of things		10,000
Other services		<u>345,000</u>
Total		\$500,000

TRANSPORTATION MAINTENANCE

Objective

- o To maintain roads, trails, and major bridges on BLM-administered public lands outside of western Oregon in order to:
 - prevent expensive replacement or rehabilitation costs,
 - protect the government and public capital investment,
 - increase the safety of the roads for public use and use by Federal employees,
 - reduce erosion, and
 - maintain the usefulness of roads for the purposes for which they were constructed.

FY 1986 program

The FY 1986 Estimate for the transportation maintenance program is \$3,442,000 and 53 FTE.

There are about 44,000 miles of roads, 5,000 miles of trails, and 250 major bridges on public lands outside of western Oregon. Responsibility for maintaining these roads and bridges lies with BLM. At the FY 1986 Base level, the Bureau will:

- o Maintain about 9,747 miles of road at an average cost of \$323 per mile,
- o Maintain 30 bridges at a cost of \$2,030 each, and
- o Maintain 1,163 miles of ungraded roads and trails at a cost of \$200 per mile.

About 95 percent of BLM road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- o Grading to repair damage from erosion,
- o Stabilization of shoulders to protect surfacing,
- o Resealing or repaving,
- o Replacement of individual culverts, and
- o Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM).

For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion if maintenance is deferred. Most of BLM's roads are unsurfaced, and erosion will render them unusable if they are not repaired promptly. Also, many roads and trails are receiving increased usage by the public -- particularly recreation users -- and must be adequately maintained to protect user and employee safety.

BLM roads represent public investments in public lands. Diligent maintenance reflects proper stewardship of these investments. Insufficient maintenance creates hazardous conditions and the need for more costly maintenance or reconstruction. For example, in Oregon, the Deschutes River Road handles about 62,680 vehicles a year. The 14-year-old bituminous surface of the road is worn out and requires chip sealing and fabric to prevent the need for replacement of the entire surface at a much higher cost. In New Mexico, the Chiuilla Road is a major access road to BLM lands in the northwest part of the State. Over 9,000 vehicles access the public lands serviced by this road annually. The road is also used by BLM in administering grazing, recreation, timber, and minerals on public lands. The road was gravelled in 1967 and now requires new material, shaping and grading. Numerous other examples could be cited.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>
<u>Maintenance</u>			
Surfaced roads (miles)	1,000	700	700
Graded roads (miles)	7,161	9,047	9,047
Trails (miles)	1,625	1,163	1,163
Bridges (#)	38	30	30

ENGINEERING SERVICES

Objectives

- o Provide engineering survey and design and other professional engineering/architectural services for the development and operation of the Bureau's physical facilities,
- o Provide technical engineering assistance to resource management programs, and
- o Operate one BLM sign shop (at Rawlins, Wyoming) in FY 1986.

FY 1986 program

The FY 1986 Estimate of \$1,138,000 and 26 FTE consists of \$1,053,000 for engineering services and \$85,000 for the Bureau's signmaking work.

Engineering services provides essential technical expertise of professional engineers and architects located at the Denver Service Center to all other Bureau programs. In addition, State Office and District Office engineering personnel perform transportation system management services and contract supervision and administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services are:

- Survey and design of timber access roads (to be built by others),
- Survey and design of roads requiring easements in all programs,
- Technical assistance for dam and bridge safety inspections, rehabilitation and maintenance,
- Technical assistance for health and safety services at Bureau facilities,
- Review and administration of architectural and engineering source contracts for all programs, and
- Transportation system management functions for all Bureau programs.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

- o Dam safety review (through design, evaluation, and rehabilitation of structures);
- o Expert review of dam safety problems, bridge inspections and repairs, and road washouts in emergency situations; and

- o Technical assistance for the design and maintenance of range improvement and wildlife and watershed projects.

Sign Program

The Bureau produces about 10,000 signs annually. If BLM does not make the signs, regulations require that the work be contracted to Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at a savings to the government by reducing transportation costs.

The 10,000 signs that are installed or replaced each year provide:

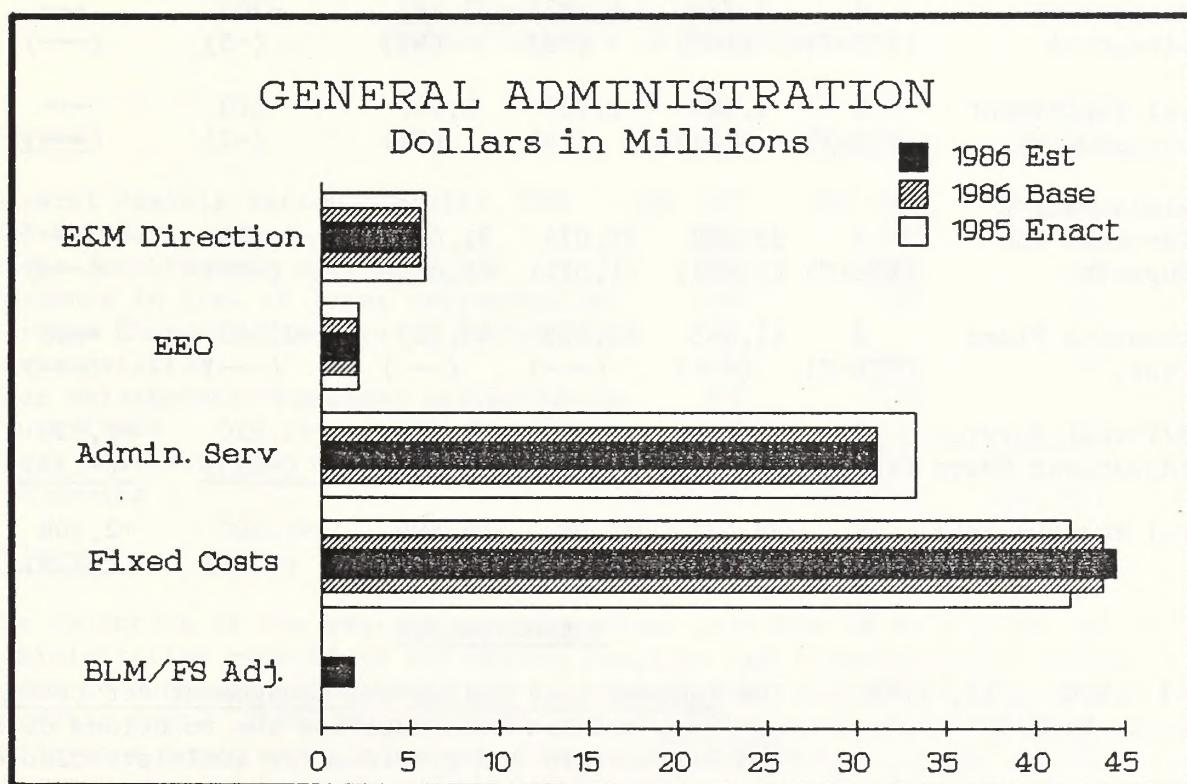
- o Information to the public at Bureau office complexes and on recreational sites;
- o Directional, location or boundary identification assistance to the public and for program management purposes by signing roads, projects and major topographic features; and
- o Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Activity Summary

Activity: General Administration

(Dollars in thousands)

<u>Subactivity</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Enacted to Date</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
General Administration	82,352	83,081	82,382	84,890	+2,508



Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(Dollar amounts in thousands)

Program Elements		1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
Executive and Managerial Direction	\$ (FTE-T)	5,785 (103)	5,482 (98)	5,482 (98)	-303 (-5)	--- (---)
Equal Employment Opportunity	\$ (FTE-T)	2,089 (77)	1,987 (75)	1,987 (75)	-102 (-2)	--- (---)
Administrative Services and Support	\$ (FTE-T)	33,262 (1,091)	31,074 (1,022)	31,074 (1,022)	-2,188 (-69)	--- (---)
Bureauwide Fixed Costs	\$ (FTE-T)	41,945 (---)	43,839 (---)	44,527 (---)	+2,582 (---)	+688 (---)
BLM/Forest Service Adjustment Costs	\$ (FTE-T)	--- (---)	--- (---)	1,820 (-125)	+1,820 (-125)	+1,820 (-125)
Total Requirements	\$ (FTE-T)	83,081 (1,271)	82,382 (1,195)	84,890 (1,070)	+1,809 (-201)	+2,508 (-125)

Authorization

43 U.S.C. 1713, 1748
P. L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976, section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).

42 U.S.C. 2000

Civil Rights Act of 1964, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

Executive Order 11478

Requires that affirmative program of equal employment opportunity for all employees and applicants for employment be established and maintained.

Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding of the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts, reimbursements, and allocation accounts. In FY 1986, the total funding from all sources is estimated as follows:

Fund Source Table
(Dollar amounts in thousands)

<u>Source</u>	<u>FY 1984 Estimate</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>
General Administration activity, MLR	\$82,352	\$83,081	\$84,890
MLR-Reimbursements	813	900	900
Range Improvements appropriation	600	600	600
Payments in Lieu of Taxes appropriation	200	200	200
Service Charges, Deposits, & Forfeitures appropriation	337	570	570
Road Maintenance-Permanent appropriation	299	273	25
Trust Funds	<u>5</u>	<u>125</u>	<u>125</u>
Total Available for Administrative Expenses	\$84,606	\$85,749	\$87,310

Objective

The objective of the general administration activity is to provide general administrative support to all Bureau programs and organizational levels in order to function effectively and to provide that support at the lowest possible cost. These services are executive and managerial direction, equal employment opportunity programs, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, and funding for a variety of fixed costs.

The FY 1986 Estimate for general administration is a proposed funding level that is only 17.4 percent of the total FY 1986 Estimate for the Bureau. This percentage is well within recognized acceptable limits for administrative costs and efficiency.

EXECUTIVE AND MANAGERIAL DIRECTION

(Dollar amounts in thousands)

	1985		1986		1986	
	Enacted		Base		Estimate	
	FTE	\$	FTE	\$	FTE	\$
<u>Executive & Managerial</u> <u>Direction</u>	103	5,785	98	5,482	98	5,482
Executive Direction -						
Headquarters Office	16	1,040	15	981	15	981
State Offices/DSC	40	2,363	38	2,220	38	2,220
Managerial Direction -						
District Offices	47	2,382	45	2,281	45	2,281
<u>Base program</u>						

The directorate level positions in the headquarters office included in the executive and managerial direction element are the Director, the Associate Director, Special Assistants to the Director, three Deputy Directors, the Assistant Director - Administration, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the budget activities and programs for which they are responsible.

The headquarters directorate is responsible for developing general and specific managerial and administrative policy and programs for the Bureau, and for providing direction to 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its resource management programs in relations with the Department, Congress, other Federal agencies, and international organizations with interest in resource utilization and management.

The executive direction positions in the State Offices include the 12 State Directors, the Associate State Directors, and their immediate office secretarial support. This State directorate level is responsible for implementing national policy by providing procedural and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through program direction over field operations.

The Director of the Service Center ensures that technical and administrative support is provided to Headquarters, State and district office operational programs.

District managers provide managerial direction in each of the Bureau's district offices. They are responsible for working within the parameters of national and State policy direction, but have the flexibility to achieve program goals by tailoring implementation measures to fit local conditions and resource needs.

No change in program requirements for executive and managerial direction is anticipated for FY 1986.

EQUAL EMPLOYMENT OPPORTUNITY

(Dollar amounts in thousands)

	1985		1986		1986	
	Enacted to Date		Base		Estimate	
	FTE	\$	FTE	\$	FTE	\$
<u>Equal Employment Opportunity</u>	77	2,089	75	1,987	75	1,987
Headquarters Office	15	480	15	470	15	470
Field	62	1,609	60	1,517	60	1,517

FY 1986 program

The FY 1986 program for equal employment opportunity (EEO) is \$1,987,000 and 75 FTE.

The Bureau EEO Officer at Headquarters reports directly to the Bureau Director and is responsible for development, implementation, and evaluation of the Bureau's EEO program.

Field level EEO Officers report directly to State Directors and perform similar functions within their areas of responsibility.

The Bureau's Equal Employment Opportunity program ensures compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental Directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO-related training based on need-specific requirements.

Pursuant to Executive Order 12320, the Bureau administers the Historically Black Colleges and Universities Program Initiative as a key component of the civil rights compliance responsibility of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Director of the Office of Historically Black Colleges and Universities Programs, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be funded in FY 1986.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation.

Projected workload accomplishments include:

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
Informal complaints	360	380	380	---
Formal complaints	25	37	45	+8
Complaints resolved/adjusted	38	38	38	---
EEO counselors trained	45	45	40	-5
Administrative inquiries performed	8	8	5	-3

ADMINISTRATIVE SERVICES AND SUPPORT

(Dollar amounts in thousands)

	<u>1985 Enacted to Date</u>		<u>1986 Base</u>		<u>1986 Estimate</u>	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Administrative Services and Support</u>	1,091	33,262	1,022	31,074	1,022	31,074

The distribution among the program elements of administrative support is as follows:

	<u>1985 Enacted to Date</u>		<u>1986 Base</u>		<u>1986 Estimate</u>	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
Public Affairs & Information	27	973	26	924	26	924
Budget Development and Execution	78	2,833	78	2,770	78	2,770
Procurement and Property Management	478	14,672	437	13,440	437	13,440
Personnel, Training, and Safety	243	7,529	220	6,886	220	6,886
Financial Management	93	2,558	91	2,498	91	2,498
Records & Directives	138	3,480	136	3,375	136	3,375
Systems Management						
Other Management						
Support	<u>34</u>	<u>1,217</u>	<u>34</u>	<u>1,181</u>	<u>34</u>	<u>1,181</u>
TOTAL	1,091	33,262	1,022	31,074	1,022	31,074

FY 1986 program

The administrative services and support element provides basic services essential to the entire Bureau organization for ongoing operations and mission accomplishment for all the Bureau's direct operating appropriations (Management of Lands and Resources, Construction and Access, and Land Acquisition). The various program elements are described below.

(Dollar amounts in thousands)

	FY 1985 Enacted to Date		1986 Base		1986 Estimate	
	FTE	\$	FTE	\$	FTE	\$
<u>Public Affairs and Information</u>	<u>27</u>	<u>973</u>	<u>26</u>	<u>924</u>	<u>26</u>	<u>924</u>
Headquarters Office	16	612	15	577	15	577
Field	11	361	11	347	11	347

FY 1986 program

At the headquarters level, the public affairs staff is responsible for Bureauwide public affairs program development, oversight of policies and practices for involving the public in Bureau decisions, and for developing and maintaining productive working relationships with other Federal, State, and local agencies and user groups. The staff develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups, and manages the Bureau's publications program.

The staff also provides public information at the national level and provides advice to field line managers on public affairs, media relations and information matters. It ensures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to State directors and district managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts in support of individual program requirements are funded by the benefiting activity or subactivity.

(Dollar amounts in thousands)

	FY 1985 Enacted to Date		1986 Base		1986 Estimate	
	FTE	\$	FTE	\$	FTE	\$
<u>Budget Development and Execution</u>	<u>78</u>	<u>2,833</u>	<u>78</u>	<u>2,770</u>	<u>78</u>	<u>2,770</u>
Headquarters Office	22	893	22	874	22	874
Field	56	1,940	56	1,896	56	1,896

Base program

All Bureau organizational units and levels have some role to perform in BLM's budgeting and programming efforts. The Headquarters Budget Office staff is responsible for the development, preparation, presentation, and accuracy of the Bureau's budget estimates and justifications. They prepare, monitor, and analyze data for program and budget documents, including the Annual Work Plan, the Operating Budget, the President's Budget, and program "packages" for the out-year budget development. The Budget Office staff is also responsible for budget execution, ensuring compliance with the provisions of the Appropriations Acts and for fund control to prevent overobligation of funds. The staff prepares cost and manpower estimates, supplemental and reprogramming requests, and status of requirements. The Budget Office is supported in this effort by program specialists from each part of the Headquarters organization relative to their programs' budgetary requirements. The portion of this supporting effort at the Headquarters level related to General Administration functions is also carried in this program element.

In the field, the personnel necessary to operate various phases of budget formulation and execution for their organizational units are located in the State and district offices and the Service Center. The funds identified above include only the costs of that budget and programming work performed on a State or officewide basis. Budget and programming work required in direct support of individual programs is funded by the benefiting activity or subactivity.

(Dollar amounts in thousands)

	1985 Enacted to Date		1986 Base		1986 Estimate	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Procurement and</u>						
<u>Property Management</u>	<u>478</u>	<u>14,672</u>	<u>437</u>	<u>13,440</u>	<u>437</u>	<u>13,440</u>
Headquarters Office	42	2,644	28	2,153	28	2,153
Field	436	12,028	409	11,287	409	11,287

At the Headquarters level, the procurement and property management staffs:

- o Plan and direct the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;
- o Provide program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;
- o Develop directives and other guides regarding procurement and property management functions to ensure conformity with Federal laws and regulations;
- o Identify needs for regulatory changes and provide advice and assistance to the Department in their preparation;

- o Process and issue contracting officer warrants for the Bureau;
- o Maintain liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market developments in Bureau procurement areas; and
- o Provide operational general services such as purchasing, space management, printing management, duplicating services, and mail routing and processing for the Headquarters Office.

At the field level, the procurement and property management staffs implement these various systems and manage the operational aspects of procurement, property management, and space management required to support the organization's functions. This element also provides for receiving, routing and delivering mail and correspondence sent to and initiated within the Bureau.

Procurement and contracting organizations at all levels of BLM purchased goods and services totaling about \$63.6 million in FY 1984. This included about \$29.4 million in contracts for supplies, services, studies and construction. It also includes \$34.2 million in small purchases (awards under \$10,000 each) and other actions processed by procurement staff throughout the Bureau.

The property management workload includes inventory and control of:

- o Capitalized and Major Noncapitalized Equipment
Approximately 95,000 items valued at \$120 million (acquisition value).
- o Stores Account
Regular operating stores - Approximately \$3.4 million acquisition value. Fire stores approximately \$9.5 million in acquisition value.
- o Motor Vehicle and Heavy Equipment Management
BLM-Owned - Approximately 1,850 motor vehicles and 500 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.)

GSA-Motor Pool Assignments - Approximately 3,000 motor vehicles.
- o Real Property
BLM-Owned - 1,562 buildings for program administration and management containing 1.8 million square feet.
- o GSA Lease (FY 1986)
1.6 million square feet of office space, and
3.1 million square feet of storage, parking, and other space

(Dollar amounts in thousands)

	1985 Enacted to Date		1986 Base		1986 Estimate	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Personnel, Training and Safety</u>	<u>243</u>	<u>7,529</u>	<u>220</u>	<u>6,886</u>	<u>220</u>	<u>6,886</u>
Headquarters Office	37	1,187	30	966	30	966
Field	206	6,342	190	5,920	190	5,920

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

- o Develop comprehensive personnel management programs covering all personnel functional areas to meet BLM mission accomplishment in compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, each State office, and other Bureau offices where personnel authority is currently delegated;
- o Develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including merit pay for supervisors and the Senior Executive Service;
- o Develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;
- o Develop policies and programs to carry out Bureau responsibilities for: position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;
- o Develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;
- o Provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special programs such as the Presidential Management Intern Program; and
- o Develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land visitors.

The Headquarters, Service Center, and State office personnel staffs provide the following services to subordinate offices:

- o Technical advice and assistance to line management concerning labor relations activities that involve Bureau offices and employees. Over 2,200 Bureau employees are represented by two unions at 20 geographic locations. Additionally, the National Federation of Federal Employees has been accorded a national consultation right since they represent more than 10 percent of Bureau employees. This requires the Bureau to inform the union of any substantive change in conditions of employment proposed by BLM management and to consider their views and recommendations prior to final implementation; and
- o Counseling of employees including advice, assistance, interpretation, and guidance concerning the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical reviews of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director. Of particular importance is the Bureauwide conflict of interest program which entails the services of 2 full-time and 15 collateral duty employees who personally contact 3,500 employees to obtain 4,500 forms related to financial disclosure requirements under 6 statutes.

The servicing personnel office and safety specialist in each State office and in other field offices carry out the operational aspects of the program, which include:

- o Staffing and organizational analysis and classification of 8,000 positions;
- o Processing 35,000 personnel actions and issuing 2,000 vacancy announcements annually involved in the process of selecting, appointing, reassigning, promoting and releasing employees;
- o Determining training needs and advising supervisors on training opportunities;
- o Developing and managing a program to ensure that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance;
- o Providing information on employee benefits and processing 1,446 employee awards;
- o Handling 300 employee grievances and complaints; and
- o Developing and maintaining safety awareness and loss control programs that effectively reduce injury and property damage losses.

(Dollar amounts in thousands)

	FY 1985 Enacted to Date		1986 Base		1986 Estimate	
	FTE	\$	FTE	\$	FTE	\$
<u>Financial Management</u>	93	2,558	91	2,498	91	2,498
Headquarters Office	12	404	12	397	12	397
Field	81	2,154	79	2,101	79	2,101

FY 1986 program

The Headquarters finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. Specifically the staff:

- o Develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that is fully integrated with the Bureau's budgeting system and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the Secretary. Continuing Treasury and OMB innovations relating to cash transactions and reporting have required frequent revisions to the automated financial management system and internal control mechanisms;

- o Provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;

- o Provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;

- o Develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau and the disposition of these funds, payments, and loans to State and local governments;

- o Administers and develops programs and policies to implement and maintain systems procedures for payments made by the Federal Government under the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, State and local government officials;

- o Monitors Bureau activities for accounting and reporting cash collections, disbursements, and payroll to ensure compliance with legal and administrative requirements; and

- o Investigates and processes tort claims.

The Service Center (DSC) financial operations division processes financial documents that have been initiated at other field offices and maintains the Bureau's system of accounts and financial management reports, audits vouchers, billings and invoices; processes payments; maintains payroll records; handles receivables; and accounts for receipts. Finance staffs at Headquarters and DSC and administrative personnel at the field offices initiate and process approximately 86,000 billing documents, 207,000 payment documents and 430,000 payroll actions each year.

(Dollar amounts in thousands)

	FY 1985 Enacted to Date		1986 Base		1986 Estimate	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Records and Directives</u>						
<u>Systems Management</u>	138	3,480	136	3,375	136	3,375
Headquarters Office	12	420	12	409	12	409
Field	126	3,060	124	2,966	124	2,966

FY 1986 program

The records, paperwork and directives management staffs in the Headquarters Office and at all organizational levels maintain the official files, central records and Bureau directives in accordance with the Bureauwide program for paperwork management. The Headquarters staff develops standards and procedures and reviews all directives issued by the Director's Office. The Denver Service Center staff provides assistance, training and quality control. The BLM's record holdings are comprised of 131,169 cubic feet of records and 47,726 cubic feet of library reference material.

(Dollar amounts in thousands)

	1985 Enacted to Date		1986 Base		1986 Estimate	
	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>	<u>FTE</u>	<u>\$</u>
<u>Other Management</u>						
<u>Support</u>						
Headquarters Office	34	1,217	34	1,181	34	1,181

This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. The cost and FTE breakdown for other management support includes the following:

(Dollar amounts in thousands)

	1985		1986		1986	
	Enacted		Base		Estimate	
	to Date					
	FTE	\$	FTE	\$	FTE	\$
Congressional Liaison	3	160	3	156	3	156
Management Support	31	1,057	31	1,025	31	1,025

BUREAUWIDE FIXED COSTS

Base program

The table below compares the individual item costs for FY 1985, FY 1986 Base, and FY 1986 Estimate, and shows the increase or decrease of the FY 1986 Estimate from the FY 1986 Base.

(Dollar amounts in thousands)

	1985			Inc. (+)
	Enacted	1986	1986	or
Cost Item	to Date	Base	Estimate	Dec. (-)
Space Rental (SLUC)	24,879	25,994	25,994	---
General Purpose Wire Communications	(7,193)	(7,193)	(7,560)	(+367)
FTS	2,480	2,480	2,563	+83
Commercial Telephone	4,433	4,433	4,717	+284
Facsimile Equipment	280	280	280	---
Transfer of Duty Station Moves	3,328	3,128	3,128	---
Mail and Postal Service	3,500	3,500	3,850	+350
Injured Employee Compensation	1,726	2,205	2,205	---
Employee Unemployment Compensation	900	1,400	1,400	---
Departmental Services	419	419	390	-29
Total, Fixed Costs	\$41,945	\$43,839	\$44,527	+688

Item Description:

Space Rental - The FY 1986 level is \$25,994,000 at both the Base and Estimate levels.

This amount is the estimate of GSA's Standard Level User Charge (SLUC) for rental of office, warehouse, storage, and other facilities in FY 1986 which are occupied by BLM. This estimate includes the Bureau's share of the cost of Departmentally controlled space in the Main Interior building. The amount of \$25,994,000 represents a 4 percent increase over the FY 1985 level mostly because of space assignment changes that GSA will make during FY 1985. The increase is a result of full annualization of costs in FY 1986 for the space changes that will occur throughout FY 1985.

General Purpose Wire Communications - The FY 1986 Base is \$7,193,000, and the Estimate is \$7,560,000. Increase of \$367,000.

This cost includes:

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
FTS charge	2,480	2,563	+83
Commercial telephone	4,433	4,717	+284
Facsimile equipment	280	280	---

The estimate for general-purpose commercial telephone service is based on increasing rates for local telephone service as a result of the AT&T divestiture, the cessation of long-distance off-net FTS access in the field, and the recent FCC approval of monthly access charges on commercial telephone lines. The FTS estimate reflects anticipated rate increases which will, to a large degree, offset the anticipated decrease in line-minute usage.

Transfer of Duty Station/Household Moves - The FY 1986 Base and Estimate are both \$3,128,000.

This amount funded from the General Administration activity, represents the estimated cost of interstate transfers of personnel at grade GS-11 or above which will be required to meet changing workloads at different locations in the Bureau.

Mail and Postal - The FY 1986 Base is \$3,500,000, and the FY 1986 Estimate is \$3,850,000. Increase of \$350,000.

The U.S. Postal Service (USPS) assesses the Bureau for mail and postal costs. Costs are based on approximately 21 million pieces of mail sent out by the Bureau.

The FY 1986 Estimate reflects an increase in postal rates based on a December 1984 decision by the Board of Governors of the USPS to increase first-class rates by 10 percent. These rate increases will take effect in mid-FY 1985.

Injured Employee Compensation - The FY 1986 Base and Estimate are both \$2,205,000.

The Department of Labor (DOL) annually assesses each Bureau and office for costs of compensation and medical benefits paid to current and former BLM employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund. The FY 1986 Estimate includes an increase of \$479,000 over FY 1985 to cover the estimated FY 1986 level of assessment.

Employee Unemployment Compensation - The FY 1986 Base and Estimate are both \$1,400,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies. FY 1984 bills received to date total \$1,276,713. Additional payments totalling \$100,000 are anticipated for FY 1984 because some States have not yet submitted reports to the Department of Labor.

The FY 1986 Estimate is based on billings received for FY 1984 and on expected continuation of low unemployment rates.

Departmental Services - The FY 1986 Base is \$419,000, and the Estimate is \$390,000. Decrease of \$29,000.

This estimate represents the Bureau's share of costs for common services provided in Washington at the Departmental level such as health services, building security, library, and printing services. The decrease in the Bureau's share of these common services costs in FY 1986 was determined by the Office of the Secretary.

BLM/FOREST SERVICE ADJUSTMENT COSTS

Base Program

There is no Base program for this element because it is a new initiative in FY 1986.

Increase from 1986 Base

(Dollar amounts in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$	---	1,820	+1,820
(FTE-T)	(---)	(-125)	(-125)

The Forest Service (FS) and BLM each have jurisdiction over various tracts of public land in the Western United States, and many of these lands are in the same general proximity. Likewise, each agency has staff and offices in most of the locations to carry out the work for which it is responsible.

This budget proposes an interchange of land management assignments between the FS and BLM which will result in a single agency having administrative responsibility over all lands within most geographic areas. This should result in the consolidation of a number of existing offices. The result would be improved service to the public and more cost efficient and effective operations. This line item does not include the costs of transferring management of the Oregon and California Grant Lands (O&C) to the FS.

The proposed jurisdictional interchange is currently projected to result in a reduction of 125 FTE for BLM in the initial year with corresponding savings for personnel-related costs. However, these savings are expected to be more than offset by other costs of initial implementation in FY 1986.

One-time administrative costs will be incurred during FY 1986 in order to implement the proposal. One-time expenses include costs of consolidation of office locations, relocation expenses for some employees, and other administrative costs which are necessary for such a reorganization.

The costs and savings projected here are preliminary estimates, and they are expected to change as further planning takes place. More specific plans and

associated costs are now being formulated jointly by the Forest Service and BLM. As these plans become firm, it will probably be necessary to prepare and submit revised or amended Budgets to reflect both actual implementation costs and the expected effects on the program subactivity funding levels which will result from the interchange of management responsibilities.

Distribution of change by object class

The object class detail for the proposed general administration increase of \$2,508,000 and decrease of 125 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	-125	-\$3,125,000
Personnel benefits		+1,255,000
Travel and transportation of persons		+300,000
Transportation of things		+1,500,000
Communications, utilities, and other rent		+900,000
Printing and reproduction		+58,000
Other services		+1,380,000
Supplies and materials		+240,000
Total		+\$2,508,000

10% Management Initiatives Savings
(\$000's)

1. Contracting - Productivity Improvement Program.

- Improve efficiency by contracting some field work associated with BLM rangeland monitoring to universities in the Western States.
- Contracting with State and Indian Tribes to perform certain activities under cooperative inspection agreements related to oil and gas operations involving Federal or tribal production.
- Contracting\$504

2. Consolidation

a. Intrabureau Consolidation

- Consolidate small purchasing functions in cities where State and District Offices or other BLM offices are located. These actions are scheduled to take place in Boise, Phoenix, Salt Lake City, Anchorage, Denver, Eastern States Office, and Washington, D.C.

b. Interdepartmental Consolidation

- Transfer the BLM mail services function in Washington, D.C. to the Office of the Secretary. This will result in a centralized mail facility for the Department.
- Consolidation\$201

3. Improved Management of Information - ADP Management

- Savings through intrabureau consolidations and improved efficiency in acquisition, application and management of ADP technology are projected to be \$402,000.
- ADP Management\$402

4. Streamlining Policy, Procedures or Functions

- Improve procurement processes and procedures by eliminating redundant forms and reports, and by automating certain document preparation.
- Increase efficiency of property management by reducing frequency of inventories, streamlining procedures and maintaining consolidated, automated inventories in the State Offices. District Offices will control the use of property and perform physical inventories.

- The vehicle management system will be revised to replace an outmoded system and will provide utilization records, collect and process funding information, support maintenance operations, and provide data for report and management purposes. Savings will be achieved through reductions in reporting and paperwork processing, improvements in editing and error correction, and automation.
- Reduce the number of Associate District Managers (ADM's) and Assistant Area Managers (AAM's) in the Bureau's field organization.
- Reduce the number of program analysts in the Washington Office.
- Streamlining\$1,054

5. Improved Administrative Ratios

- Reduce personnel office staffing to meet Bureauwide ratio of 1 personnelist to 60 employees based on peak employment. The Bureau will also consolidate co-located personnel offices such as those serving all BLM organizations in the Washington, D.C. metropolitan area.
- Realign procurement staffing to achieve a more efficient procurement organization. The Bureau will combine contracting functions into State Offices, reducing the number of contracting offices required. Also, staffs will be aligned to meet the Departmental productivity standard of 1:30-60 for contract actions.
- Improved Administrative Ratios\$811

6. FY 1986 Reductions in Section 2901 Deficit Reduction Categories

- Anticipate that \$536,000 of the 2901 deficit reductions taken in FY 1985 will carry forward as savings into FY 1986.
- Deficit Reduction\$536

7. Headquarters and State Offices

- Anticipated reductions in Headquarters and State Office program overhead organizations and costs are expected to save \$1,906,000.
- Overhead\$1,906

Total Management Initiatives Savings\$5,414
=====

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Management of Lands and Resources	Object Class	1986 Base		1986 Estimate		FTE	Inc. (+) or Dec. (-)
		FTE	Amount	FTE	Amount		
11. Personnel Compensation:							
11.1 Full-time permanent.....		7,300	195,029	7,150	190,830	-150	-4,199
11.3 Other than full-time permanent.....		321	5,040	290	4,420	-31	-620
11.5 Other personnel compensation ^{1/}		(280)	2,700	(280)	2,700	(---)	---
11.8 Special personal services payments.....		---	200	---	200	---	---
Total personnel compensation.....		7,621 ^{2/}	202,969	7,440 ^{2/}	198,150	-181	-4,819
Other Objects							
12.1 Personnel benefits.....			30,979		31,950		+971
13.0 Benefits to former employees.....			900		900		---
21.0 Travel & transportation of persons.....			16,117		16,000		-117
22.0 Transportation of things.....			6,863		9,000		+2,137
23.1 Standard level user charges.....			25,994		25,994		---
23.2 Communications, utilities, and other rent.			14,280		15,000		+720
24.0 Printing and reproduction.....			1,664		1,500		-164
25.0 Other services.....			55,041		44,005		-11,036
26.0 Supplies and materials.....			17,082		13,000		-4,082
31.0 Equipment.....			5,019		6,000		+981
32.0 Lands and structures.....			4,152		3,000		-1,152
42.0 Insurance claims and indemnities.....			25		25		---
Total Requirements.....			381,085		364,524		-16,561

^{1/} Overtime FTE is not counted against personnel ceilings and is a non-add item.

^{2/} Excludes 908 other than permanent FTE and associated funding which is estimated to be required at the Base and Estimate levels for firefighting. These funds will be borrowed from other accounts in FY 1986.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1109-0-1-302			
<u>Program by activities:</u>			
Direct program:			
00.01 Energy and minerals management...	77,096	81,215	82,817
00.02 Lands and realty management.....	41,581	41,834	38,068
00.03 Renewable resources management...	100,364	113,982	95,725
00.04 Planning and data management.....	23,296	22,745	22,421
00.05 Cadastral survey.....	23,824	24,826	21,695
00.06 Firefighting and rehabilitation..	54,930	4,101	4,101
00.07 Technical services.....	12,969	14,069	14,807
00.08 General administration.....	82,269	83,081	84,890
00.91 Total direct program.....	416,329	385,853	364,524
01.01 Reimbursable program.....	12,087	17,000	15,000
10.00 Total obligations.....	428,416	402,853	379,524
BLM-191			
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1109-0-1-302			
<u>Financing:</u>			
Offsetting collections from:			
11.00 Federal funds.....	-8,936	-11,000	-11,000
13.00 Trust funds.....	---	-2,000	---
14.00 Non-Federal sources.....	-3,151	-4,000	-4,000
22.40 Unobligated balance transferred, net.....	-5,190	---	---
25.00 Unobligated balance lapsing.....	197	---	---
39.00 Budget authority.....	411,336	385,853	364,524
<u>Budget authority:</u>			
40.00 Appropriation.....	409,765	393,849	364,524
40.00 Reduction pursuant to P.L. 98-473	---	-7,877	---
41.00 Transferred to other accounts....	-38,239	-119	---
42.00 Transferred from other accounts..	39,810	---	---
43.00 Appropriation (adjusted).....	411,336	385,853	364,524
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	416,329	385,853	364,524
72.40 Obligated balance, start of year.	67,046	62,273	66,131
74.40 Obligated balance, end of year...	-62,273	-66,131	-61,756
77.00 Adjustments in expired accounts..	-2,989	---	---
90.00 Outlays.....	418,113	381,995	368,899

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1109-0-1-302			
<u>Direct obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	196,135	198,590	190,830
11.3 Other than full-time permanent..	18,905	5,150	4,420
11.5 Other personnel compensation....	8,503	2,700	2,700
11.8 Special personal services payments	1,347	200	200
11.9 Total personnel compensation..	224,890	206,640	198,150
12.1 Personnel benefits: Civilian.....	36,265	33,325	31,950
13.0 Benefits to former employees.....	442	900	900
21.0 Travel and transportation of persons.....	14,989	17,500	16,000
22.0 Transportation of things.....	12,503	12,000	9,000
23.1 Standard level user charges.....	21,123	24,879	25,994
23.2 Communications, utilities, and other rent.....	15,245	16,000	15,000
24.0 Printing and reproduction.....	1,702	1,500	1,500
25.0 Other services.....	60,626	43,584	44,005
26.0 Supplies and materials.....	17,840	18,000	13,000
31.0 Equipment.....	8,018	8,000	6,000
32.0 Lands and structures.....	2,655	3,500	3,000
42.0 Insurance claims and indemnities..	31	25	25
99.0 Subtotal, direct obligations..	416,329	385,853	364,524

BLM-195

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1109-0-1-302			
<u>Reimbursable obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	3,221	4,640	3,310
11.3 Other than full-time permanent..	1,351	1,280	1,350
11.5 Other personnel compensation	195	200	200
11.8 Special personal services payments	6	---	---
11.9 Total personnel compensation..	4,773	6,120	4,860
12.1 Personnel benefits: Civilian....	570	600	460
21.0 Travel and transportation of persons.....	728	600	600
22.0 Transportation of things.....	254	300	300
23.2 Communications, utilities, and other rent.....	478	450	450
24.0 Printing and reproduction.....	106	50	50
25.0 Other services.....	2,021	6,880	6,280
26.0 Supplies and materials.....	2,353	1,700	1,700
31.0 Equipment.....	714	200	200
32.0 Lands and structures.....	90	100	100
99.0 Subtotal, reimbursable obligations.....	12,087	17,000	15,000
99.9 Total obligations.....	428,416	402,853	379,524

BLM-197

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	19 84 actual	19 85 estimate	19 86 estimate
<u>Direct:</u>			
Total number of full-time permanent positions.....	7,417	7,509	7,215
Total compensable workyears:			
Full-time equivalent employment....	8,599	8,687	8,348
Full-time equivalent of overtime and holiday hours.....	280	280	280
Average ES salary.....	65,426	65,426	65,426
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154
<u>Reimbursable:</u>			
Total number of full-time permanent positions.....	145	130	149
Total compensable workyears:			
Full-time equivalent employment....	218	191	222
Full-time equivalent of overtime and holiday hours.....	6	5	5
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154
BLM-199			
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

Section 2901 Rescission

A rescission of \$5,778,000 in FY 1985 Budget Authority is proposed in the "Management of Lands and Resources" appropriation to effect savings in Congressionally-specified management categories pursuant to Section 2901 of the Deficit Reduction Act of 1984. Anticipated savings by category are as follows:

- o Motor Vehicles - A savings of \$611,000 will be achieved through a reduction in the GSA permanently assigned vehicle fleet in FY 1985. To minimize impacts on field work, primary consideration for permanent turn-ins will be units which are used seasonally or units utilized less than 10,000 miles annually. In addition, the useful lives of most BLM-owned vehicles will be extended two years resulting in a reduction of the Fixed Ownership Rates.
- o Travel - A savings of \$2,023,000 will result from the extensive cancellation of Bureauwide non-training meetings, conferences and workshops; the cancellation of four training courses for beginning professionals in FY 1985; and the reduction of other travel not directly associated with field programs.
- o Public Affairs - A savings of \$768,000 will be achieved by focusing public affairs work on those program areas which are highly visible and which generate substantial public concern, such as wild horses and burros and the BLM/Forest Service Interchange Program. In addition, informal, supplementary public affairs work carried on by a wide variety of Bureau employees will be substantially reduced.
- o Publishing and Printing - A savings of \$1,080,000 will result from limiting the purchasing of printing services and the in-house production of printed material and audio-visual material to that which is necessary to support critical program efforts.
- o Consulting Services - A savings of \$1,296,000 will be achieved by eliminating contracted scientific data gathering and other studies not associated with questions of immediate and direct concern.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
(Rescission proposal)

Program and Financing (in thousands of dollars)

Identification code	84 actual	85 estimate	86 estimate
14-1109-5-1-302			
<u>Program by activities:</u>			
10.00 Total obligations.....	---	-5,778	---
<u>Financing:</u>			
40.00 Budget authority (appropriation rescission proposal - Sec. 2901, Deficit Reduction Act).....	---	-5,778	---
	---	-5,778	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-5,778	---
90.00 Outlays.....	---	-5,778	---
BLM-203			
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
(Rescission proposal)

Object classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1109-5-1-302			
Personnel compensation:			
11.1 Full-time permanent.....	---	-175	---
11.3 Other than full-time permanent..	---	-20	---
11.5 Other personnel compensation....	---	-5	---
11.9 Total personnel compensation..	---	-200	---
12.1 Personnel benefits: Civilian.....	---	-30	---
21.0 Travel and transportation of persons	---	-1,703	---
22.0 Transportation of things.....	---	931	---
24.0 Printing and reproduction.....	---	-540	---
25.0 Other services.....	---	-2,236	---
26.0 Supplies and materials.....	---	-138	---
99.9 Total obligations.....	---	-5,778	---
BLM-205			
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CONSTRUCTION
AND ACCESS

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- o To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands, and for providing physical access to these lands.
- o To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for FY 1986. An amount of \$1,203,000 is requested for access purposes to obtain 156 easements across non-Federal land to BLM-managed lands.

Appropriation Language Sheet

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities,[\$1,228,000] \$1,203,000, to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1985, as included in Public Law 98-473.

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$1,228,000] \$1,203,000 to remain available until expended.

43 U.S.C. 1701

43 U.S.C. 1715

43 U.S.C. 1762

P.L. 98-473

43 U.S.C. 1701 provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value of the use of the public lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interest in lands.

43 U.S.C. 1762 provides for the acquisition construction, and maintenance of roads within and near the public lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

P.L. 98-473, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1985.

BUREAU OF LAND MANAGEMENT

Budgetary Resources for Construction and Access

Account: Construction and Access (14-1110-0-1-302)

FY 1985 Budgetary Status

Budget authority available:

Appropriation realized \$ 1,203,000

Prior-year unobligated balance brought forward 2,037,000

Total budget authority available for obligation 3,240,000

Less anticipated obligations (by activity):

1. Construction 1,870,000

2. Access 1,094,000

Total anticipated obligations. -2,964,000

FY 1986 Request

Anticipated unobligated balance brought forward. 276,000

Plus increases proposed (by activity):

1. Construction ---

2. Access 1,203,000

Total increase proposed 1,203,000

Total anticipated budget authority available for obligation . . . 1,479,000

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access (14-1110-0-1-302)	FY 1984 Appropriation	FY 1985 Enacted to Date	FY 1986 Estimate	FY 1986 Inc.(+)/Dec.(-) from 1985
---	--------------------------	----------------------------	---------------------	---

(Dollar amounts in thousands)

1. Construction

BA available for obligation:

Appropriation	1,370 ^{a/}	---	---	---
Unoblig. bal. brt. fwd.	461	1,982	112	-1,870
Transfers to/from other accounts	+500	---	---	---
Total BA available . .	2,331	1,982	112	-1,870
Less obligations	-349	-1,870	-112	+1,758
Unoblig. balance brt.fwd. (FTE-T)	1,982 (---)	112 (---)	---	-112 (---)

2. Access

BA available for obligation:

Appropriation	1,200	1,203	1,203	---
Unoblig. bal. brt. fwd.	282	55	164	+109
Total BA available . .	1,482	1,258	1,367	+109
Less obligations	-1,427	-1,094	-1,226	-132
Unoblig. balance brt. fwd. (FTE-T)	55 (33)	164 (31)	141 (31)	-23 (---)

3. Maintenance

BA available for obligation:

Appropriation	---	---	---	---
Unoblig. bal. brt. fwd.	132	---	---	---
Total BA available	132	---	---	---
Less obligations	-132	---	---	---
Unoblig. bal. brt. fwd. (FTE-T)	---	---	---	---

^{a/} FY 1984 supplemental appropriation for construction of Alaska Fire Service Warehouse.

<u>Account Total</u>	FY 1984 Appropriation	FY 1985 Enacted to Date	FY 1986 Estimate	FY 1986 Inc.(+)/Dec.(-) from 1985
----------------------	--------------------------	-------------------------------	---------------------	---

(Dollars in thousands)

BA available for obligation:				
Appropriation	2,570	1,203	1,203	---
Unoblig. bal. brt. fwd.	875	2,037	276	1,761
Transfers to/from other				
accounts	+500	---	---	---
Total BA avail.	3,945	3,240	1,479	-1,761
Less obligations.	-1,908	-2,964	-1,338	+1,626
Unoblig. balance brt fwd.	2,037	276	141	-135
(FTE-T)	(31)	(31)	(31)	(---

BUREAU OF LAND MANAGEMENT

Overview of Construction Program

No new construction projects are proposed in FY 1986. Restraint on expansion of the Federal budget has caused the BLM to channel funds into higher priority activities; and as a result, emphasis will be directed toward maintenance of the public capital investment.

All construction proposals originate at the district level and are then reviewed by the respective State office to ascertain the feasibility, priority, and initial cost estimates. State offices then submit their highest priority projects to the Washington Office in initial budget documents.

Priorities for construction projects are set by considering the following general hierarchy of objectives:

- o Health and safety
- o Resource protection
- o Facility rehabilitation
- o Resource development

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Access

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
\$	1,203	1,203	1,203	---	---
(FTE-T)	(31)	(31)	(31)	(---)	(---)

Authorization

43 U.S.C. 1701,
1715, 1762,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for public lands to be managed on a multiple use basis, and to acquire by purchase, exchange, donation or eminent domain, access to public lands as necessary to manage those lands or interest in lands.

P.L. 84-171

The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.

40 U.S.C. 257

The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

To open Federal lands to public access as necessary for appropriate uses by acquiring legal rights (easements for road and trail access) across non-Federal land to implement planned BLM resource management programs (particularly forestry and recreation).

FY 1986 program

Funding for the access program at the base and estimate level is \$1,203,000 and 31 FTE.

Because of the checkerboard land ownership patterns in many parts of the West, Federal lands are often inaccessible. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners.

It is sometimes necessary to acquire legal access to public lands through the surrounding non-Federally owned lands in order for the general public to use and the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of these public lands.

In addition to the needs of new physical access routes, there are also literally hundreds of private roads across non-Federally owned lands that provide physical access to public land resources which the Bureau has no legal right to use.

Use of these roads to provide access to Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" with the Bureau. Since such access can be denied at any time by the landowners, particularly to private citizens seeking to use these public lands, road use must be legalized to ensure unrestricted physical access to the Federal land and resources.

There are an estimated 25 million acres of the public lands in the 11 Western States which lack legal access, and more than 8,800 easements may ultimately be needed to manage those lands and use their resources. The Bureau estimates that 500 million board feet of timber as well as other resources are tied up by unresolved access problems. Without obtaining access to the lands, any subsequent development or improvement of the resource is prevented.

To obtain legal access, the Bureau must locate the existing or proposed road by survey, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses.

At the FY 1986 estimate level, the following units will be accomplished:

Acquire 156 easements that will provide legal access to:

- 45 million board feet of timber
- 10,000 cords of firewood
- 250,000 acres of livestock forage
- 2,000 acres for other multiple-use purposes.

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Estimate</u>
Easements (#) for:			
Timber	85	50	79
Range	30	42	57
Multiple-use	<u>94</u>	<u>52</u>	<u>20</u>
Total	209	144	156

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1110-0-1-302			
<u>Program by activities:</u>			
Direct program:			
00.01 Construction.....	349	1,870	112
00.02 Access.....	1,427	1,094	1,226
00.03 Maintenance.....	132	---	---
00.91 Total direct program.....	1,908	2,964	1,338
01.01 Reimbursable program.....	54	---	---
10.00 Total obligations.....	1,962	2,964	1,338
<u>Financing:</u>			
Offsetting collections from:			
11.00 Federal funds.....	-9	---	---
14.00 Non-Federal funds.....	-45	---	---
21.40 Unobligated balance available, start of year.....	-875	-2,037	-276
24.40 Unobligated balance available, end of year.....	2,037	276	141
39.00 Budget authority.....	3,070	1,203	1,203
<u>Budget authority:</u>			
40.00 Appropriation.....	2,570	1,228	1,203
40.00 Reduction pursuant to P.L. 98-473	---	-25	---
42.00 Transferred from other accounts..	500	---	---
43.00 Appropriation (adjusted).....	3,070	1,203	1,203
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	1,908	2,964	1,338
72.40 Obligated balance, start of year.	2,294	1,233	1,936
74.40 Obligated balance, end of year...	-1,233	-1,936	-774
90.00 Outlays.....	2,969	2,261	2,500
BLM-217			
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1110-0-1-302			
<u>Direct obligations:</u>			
Personnel compensation:			
11.1 Full-time permanent.....	911	768	756
11.3 Other than full-time permanent..	40	56	56
11.5 Other personnel compensation....	2	5	5
11.8 Special personal services payments	1	---	---
11.9 Total personnel compensation..	954	829	817
12.1 Personnel benefits: Civilian....	118	89	89
21.0 Travel and transportation of persons.....	30	30	30
22.0 Transportation of things.....	37	80	60
23.2 Communications, utilities, and other rent.....	26	---	---
25.0 Other services.....	80	63	37
26.0 Supplies and materials.....	145	208	10
31.0 Equipment.....	7	---	---
32.0 Lands and structures.....	510	1,665	295
42.0 Insurance claims and indemnities..	1	---	---
99.0 Subtotal, direct obligations..	1,908	2,964	1,338

410 : 1481 0 - 391-526 (6500)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS

Object Classification (in thousands of dollars)

14-11140-001-302		84	85	86
		19 actual	19 estimate	19 estimate
<u>Reimbursable obligations:</u>				
Personnel compensation:				
11.1	Full-time permanent.....	120	-	-
11.3	Other than full-time permanent..	16	-	-
11.5	Other personnel compensation....	1	-	-
11.9	Total personnel compensation..	137	-	-
12.1	Personnel benefits: Civilian.....	17	-	-
21.0	Travel and transportation of persons.....	8	-	-
22.0	Transportation of things.....	10	-	-
23.2	Communications, utilities, and other rent.....	4	-	-
25.0	Other services.....	-89	-	-
26.0	Supplies and materials.....	-47	-	-
31.0	Equipment.....	5	-	-
32.0	Lands and structures.....	9	-	-
99.0	Subtotal, reimbursable obligations.....	54	-	-
99.9	Total obligations.....	1,962	2,964	1,338

BLM-221
(Mono cast: 5)
(Mono cast: 5)
(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1110-0-1-302			
Direct:			
Total number of full-time permanent positions.....	33	31	31
Total compensable workyears: Full-time equivalent employment.....	33	31	31
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154
Reimbursable:			
Total number of full-time permanent positions.....	4	---	---
Total compensable workyears: Full-time equivalent employment.....	5	---	---
Average GS grade.....	9.15	---	---
Average GS salary.....	26,154	---	---
BLM-223			
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

100-108100-301-526 (6500)

Appropriation Summary Statement

Activity: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters or interests therein, essential to improving the manageability of the public lands and to purchase or make equalization payments for land exchanges in response to specific Acts of Congress, such as the Navajo-Hopi Resettlement Act of 1980.

No new land acquisition projects or requests for new funding are included in the FY 1986 Budget. The FY 1986 program will be financed from unobligated balances of prior-year appropriations which remain available until expended.

Appropriation Language Sheet

Land Acquisition

[For expenses necessary to carry out the provisions of Section 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, \$2,750,000 to be derived from the Land and Water Conservation Fund, to remain available until expended.]

(16 U.S.C. 460y, 4601; 43 U.S.C. 1715; Department of the Interior and Related Agencies Appropriations Act, 1985, as included in Public Law 98-473.)

Land Acquisition

Justification of Proposed Language Changes

1. Delete: "For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interest therein, \$2,695,000, to be derived from the Land and Water Conservation Fund to remain available until expended."

The Bureau is not requesting funds for new land acquisition projects in FY 1986.

Appropriation Language Citations

Bureau of Land Management

Appropriation: Land Acquisition

1. No appropriation is requested for FY 1986.

43 U.S.C. 1715
16 U.S.C. 460y
16 U.S.C. 460l
P.L. 98-473

43 U.S.C. 1715 provides authority for the acquisition of lands or interest in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

16 U.S.C. 460y provides authorization to acquire lands or interest in lands, within the area and proximate lands of the King Range National Conservation Area.

16 U.S.C. 460l provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range NCA and are to remain available until appropriated.

Public Law 98-473, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1985.

Budgetary Resources for Land Acquisition

BUREAU OF LAND MANAGEMENT

Account: Land Acquisition (14X5033)

FY 1985 Budgetary Status

Budgetary authority available:

Appropriations realized.....	2,695,000
Prior-year unobligated balance brought forward.....	3,352,000
Transfer from other accounts.....	+2,000,000
Total BA available for obligation.....	<u>8,047,000</u>

Less anticipated obligations (by activity):

1. Acquisition management.....	294,000
2. Acquisitions (L&WCF).....	2,401,000
3. Acquisitions (Non-L&WCF).....	---
Total anticipated obligations.....	<u>-2,695,000</u>

FY 1986 Request

Anticipated unobligated balance brought forward.....	5,352,000
--	-----------

Plus increases proposed (by activity):

1. Acquisition management.....	---
2. Acquisitions (L&WCF).....	---
3. Acquisitions (Non-L&WCF).....	---
Total increase proposed.....	<u>---</u>

Total anticipated BA available for obligation.....	<u><u>5,352,000</u></u>
--	-------------------------

Justification of Program and Performance

Activity: Land Acquisition

(Dollar amounts in thousands)

<u>Program Elements</u>	<u>1985 Enacted To Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
Acquisition Management					
\$ 294	---	---	-294	---	
(FTE-T) (8)	(---)	(---)	(-8)	(---)	
Acquisitions-LWCF					
\$ 2,401	---	---	-2,401	---	
(FTE-T) (---)	(---)	(4)	(+4)	(+4)	
Acquisitions-non-LWCF					
\$ ---	---	---	---	---	
(FTE-T) (---)	(---)	(3)	(+3)	(+3)	
Total Requirements					
\$ 2,695	---	---	-2,695	---	
(FTE-T) (8)	(---)	(7)	(-1)	(+7)	

Authorization

43 U.S.C. 1715,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (section 318(d)).

16 U.S.C. 4601, 460y,
P.L. 91-476
P.L. 95-352

The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring land or interest in land, within the area and selected proximate lands.

Objective

The objectives of this program are to improve the management of the public lands and to carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands to implement those Acts. Acquisitions funds can be provided by either the Land and Water Conservation Fund (LWCF) or by General Funds depending upon the terms of the authorization Act.

FY 1986 program

No new acquisition projects are requested in FY 1986. Present program priorities are to acquire only the most essential parcels by purchase and to emphasize acquisition of exchange wherever possible. Carry-over funds in FY 1986 will be used to continue acquisitions of the highest importance.

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by ActivityAccount: Land Acquisition (14X5033)

Account: Land Acquisition (14X5033)	FY 1984 Appropriation	FY 1985 Enacted To Date	FY 1986 Estimate	FY 1986 Inc.(+)/Dec.(-) from 1985
1. Acquisition Management				
BA available for obligation:				
Appropriation.....	130,000	294,000	---	-294,000
Unoblig. bal. brt. fwd.	92,000	---	---	---
Total BA available.....	222,000	294,000	---	-294,000
Less obligations.....	-222,000	-294,000	---	+294,000
Unobligated balance brt. fwd.	---	---	---	---
(FTE-T)	(6)	(8)	(---)	(-8)
2. Acquisitions (L&WCF)				
BA available for obligation:				
Appropriation.....	1,261,000	2,401,000	---	-2,401,000
Unoblig. bal. brt. fwd.	252,000	852,000	852,000	---
Transfer from other				
accounts.....	+310,000	---	---	---
Total BA available.....	1,823,000	3,253,000	852,000	-2,401,000
Less obligations.....	-971,000	-2,401,000	-852,000	+1,549,000
Unoblig. balance brt. fwd.	852,000	852,000	---	-852,000
(FTE-T)	(--)	(--)	(4)	(+4)
3. Acquisitions (Non-L&WCF)				
BA available for obligation:				
Appropriation.....	4,500,000	---	---	---
Unoblig. bal. brt. fwd.	---	2,500,000	4,500,000	+2,000,000
Transfer to/from other				
accounts.....	-2,000,000	+2,000,000	---	-2,000,000
Total BA available.....	2,500,000	4,500,000	4,500,000	---
Less obligations.....	---	---	-1,774,000	-1,774,000
Unoblig. balance brt. fwd.	2,500,000	4,500,000	2,726,000	-1,774,000
(FTE-T)	(--)	(--)	(3)	(+3)
Account Total:				
BA available for obligation:				
Appropriation.....	5,891,000	2,695,000	---	-2,695,000
Unoblig. bal. brt. fwd.	344,000	3,352,000	5,352,000	+2,695,000
Transfer to/from other				
accounts.....	-1,690,000	+2,000,000	---	-2,000,000
Total BA available.....	4,545,000	8,047,000	5,352,000	-2,695,000
Less obligations.....	-1,193,000	2,695,000	-2,626,000	+69
Unoblig. balance brt. fwd.	3,352,000	5,352,000	2,726,000	-2,626,000
(FTE-T)	(6)	(8)	(7)	(-1)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

Program and Financing (in thousands of dollars)

Identification code	84 19 actual	85 19 estimate	86 19 estimate
14-5033-0-1-302			
<u>Program by activities:</u>			
00.01 Direct program.....	199	294	262
01.01 Capital investment.....	994	2,401	2,364
10.00 Total obligations.....	1,193	2,695	2,626
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-344	-3,352	-3,352
24.40 Unobligated balance available, end of year.....	3,352	3,352	726
39.00 Budget authority.....	4,201	2,695	---
<u>Budget authority:</u>			
40.00 Appropriation.....	5,891	2,750	---
40.00 Reduction pursuant to P.L. 98-473	---	-55	---
41.00 Transferred to other accounts	-2,000	---	---
42.00 Transferred from other accounts..	310	---	---
43.00 Appropriation (adjusted).....	4,201	2,695	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	1,193	2,695	2,626
72.40 Obligated balance, start of year.	111	41	846
74.40 Obligated balance, end of year...	-41	-846	---
90.00 Outlays.....	1,263	1,890	3,472
BLM-233			

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code		84 19 actual	85 19 estimate	86 19 estimate
14-5033-0-1-302				
Personnel compensation				
11.1	Full-time permanent.....	161	215	188
11.3	Other than full-time permanent..	3	3	3
11.9	Total personnel compensation..	164	218	191
12.1	Personnel benefits: Civilian....	19	25	22
21.0	Travel and transportation of persons	13	13	10
22.0	Transportation of things.....	3	3	3
25.0	Other services.....	48	130	100
26.0	Supplies and materials.....	1	1	1
32.0	Lands and structures.....	945	2,305	2,299
99.9	Total obligations.....	1,193	2,695	2,626

BLM-235

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5033-0-1-302			
Total number of full-time permanent positions.....	6	8	7
Total compensable workyears: Full-time equivalent employment.....	6	8	7
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154
BLM-237			

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

100-3-1081-3 - 391-526 (6500)

PAYMENTS IN LIEU
OF TAXES

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

31 U.S.C. 6901-6907 provides for payments in lieu of taxes to counties and other units of general local governments for lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies.

Provision is made for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act, or 10 cents per acre, whichever is greater. However, payments may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970, for the Redwood National Park and the national park and national wilderness systems.

Appropriation Language Sheet

Payments in Lieu of Taxes

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), \$105,000,000, of which not to exceed \$400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies
Appropriations Act, 1985, as included in Public
Law 98-473.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907) \$105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed \$400,000 shall be available for administrative expenses.

P.L. 98-473

P.L. 98-473, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for programs in FY 1985.

Summary of Requirements

Appropriation: Payments in Lieu of Taxes

Summary of Base Adjustments:

<u>Appropriation, 1985</u>	<u>FTE-T</u>	<u>Amount</u>
	1	102,900
<u>Base Adjustments</u>	---	---
<u>1986 Base Budget</u>	1	102,900

1985

Comparison by activity:	1984 Actual		Enacted to Date		1986 Base		1986 Estimate		Inc. (+)/Dec. (-) from FY 1985		Inc. (+)/Dec. (-) Over 1986 Base	
	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>
Total Requirements	1	105,000	1	102,900	1	102,900	1	105,000	---	+2,100	---	+2,100

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(Dollar amounts in thousands)

	<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$	102,900	102,900	105,000	+2,100	+2,100
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

31 U.S.C. 6901-6907 31 U.S.C. 6901-6907 authorizes and directs the Secretary of the Interior to "make a payment for each fiscal year to each unit of local general government in which entitlement land. . . is located."

Objectives

- o To determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- o To make payments to the extent that funds are available to all qualified recipients.

FY 1986 program

31 U.S.C. 6901-6907, which codified Public Law 94-565, the "Payments in Lieu of Taxes Act" provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management.

Section 1 "Entitlement Land" Payments

Section 1 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective in Fiscal Year 1979, National Wildlife Reserve Areas withdrawn from the public domain, inactive and semi-active Army installations used for non-industrial purposes, and certain lands donated to the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single-or special-purpose districts, such redistributed payments are considered to have not been received by the unit of local government and are not deducted from the section 1 in-lieu payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

- (a) Department of Agriculture Appropriation Act of 1908, (35 Stat. 251, 16 U.S.C. 500);
- (b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);
- (c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);
- (d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);
- (e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);
- (f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);
- (g) The Act of June 22, 1948 relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);
- (h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);
- (i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);
- (j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and
- (k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita (for population of up to 5,000) and rising to a maximum of \$1,000,000. Under Alternative (1), if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 3 Payments

Section 3 of the Act authorizes payments for any lands or interests therein which were acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 1. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 3 payments for each acquisition are to be made annually for five years following each acquisition.

In the case of lands acquired for additions to the Redwoods National Park by authority of the Redwoods National Park Expansion Act, section 3 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals five times the property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal Government.

Federal payments of \$100 or more made under section 3 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

Administrative Expenses

Up to \$400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with other Federal land-managing agencies, communications with State governor's offices and counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

Increase from 1986 Base

(dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	102,900 (1)	105,000 (1)	+2,100 (---)

The proposed increase of \$2,100,000 will provide full funding of the estimated FY 1986 payments under the existing statutory formulas, given that there is no substantial change in the distribution of the offsetting revenue sharing payments which must be considered in making calculations under section 1 of the Act.

Distribution of change by object class

The object class detail for the proposed increase is as follows:

	<u>Amount</u>
Grants, subsidies, and contributions	\$2,100,000

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

<u>STATE</u>	<u>FISCAL YEAR</u> <u>1984 PAYMENT</u>
ALABAMA	\$ 116,030
ALASKA	3,197,406
ARIZONA	8,707,631
ARKANSAS	1,664,804
CALIFORNIA	11,733,221
COLORADO	7,643,480
CONNECTICUT	18,692
DELAWARE	4,433
DISTRICT OF COLUMBIA	5,929
FLORIDA	1,371,487
GEORGIA	784,530
GUAM	792
HAWAII	9,938
IDAHO	7,596,307
ILLINOIS	245,385
INDIANA	263,738
IOWA	122,615
KANSAS	361,754
KENTUCKY	649,683
LOUISIANA	179,882
MAINE	47,178
MARYLAND	54,113
MASSACHUSETTS	71,717
MICHIGAN	1,275,610
MINNESOTA	974,513
MISSISSIPPI	387,288
MISSOURI	1,019,831
MONTANA	8,504,502
NEBRASKA	274,504
NEVADA	5,528,402
NEW HAMPSHIRE	286,958
NEW JERSEY	50,312
NEW MEXICO	10,071,235
NEW YORK	169,841
NORTH CAROLINA	1,206,408
NORTH DAKOTA	533,728
OHIO	305,542
OKLAHOMA	940,315
OREGON	2,728,294
PENNSYLVANIA	261,217
PUERTO RICO	8,420
SOUTH CAROLINA	121,310
SOUTH DAKOTA	1,692,992
TENNESSEE	460,702
TEXAS	929,648
UTAH	8,750,225
VERMONT	110,445
VIRGIN ISLANDS	21,164

<u>STATE</u>	<u>FISCAL YEAR</u> <u>1984 PAYMENT</u>
VIRGINIA	\$ 1,141,074
WASHINGTON	3,001,321
WEST VIRGINIA	785,613
WISCONSIN	538,167
WYOMING	<u>7,706,042</u>
TOTALS	\$104,636,368

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Payments in Lieu of Taxes	1986 Base		1986 Estimate		Inc. (+) or Dec. (-)
	FTE	Amount	FTE	Amount	
<u>Object Class</u>					
11 Personnel Compensation:					
11.1 Full-time permanent	1	54	1	54	---
<u>Other Objects</u>					
12.1 Personnel benefits		6		6	---
25.0 Other services		21		21	---
26.0 Supplies and materials		1		1	---
31.0 Equipment		19		19	---
41.0 Grants, subsidies, and contributions		102,799		104,899	+2,100
Total requirements		102,900		105,000	+2,100

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES

Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1114-0-1-852			
<u>Program by activities:</u>			
10.00 Total obligations.....	104,746	102,900	105,000
<u>Financing:</u>			
25.00 Unobligated balance lapsing.....	254	---	---
39.00 Budget authority.....	105,000	102,900	105,000
<u>Budget authority:</u>			
40.00 Appropriation.....	105,000	105,000	105,000
40.00 Reduction pursuant to P.L. 98-473	---	-2,100	---
43.00 Appropriation (adjusted).....	105,000	102,900	105,000
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	104,746	102,900	105,000
72.40 Obligated balance, start of year.	3	545	545
74.40 Obligated balance, end of year...	-545	-545	-545
77.00 Adjustments in expired accounts..	55	---	---
90.00 Outlays.....	104,258	102,900	105,000

(Mono cast: 21.1)
BLM-251 (Mono cast: 4)
(Mono cast: 5)
(Mono cast: 4.9)

Type size:
8 point 22 pica
Case 1-0
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1114-0-1-852			
11.1 Personnel compensation: Full-time permanent.....	55	55	54
12.1 Personnel benefits: Civilian.....	6	6	6
25.0 Other services.....	21	21	21
26.0 Supplies and materials.....	1	1	1
31.0 Equipment.....	19	19	19
41.0 Grants, subsidies, and contributions.....	104,643	102,798	104,899
99.9 Total obligations.....	104,746	102,900	105,000

(Mono cast: 21.5)

BLM-253 (Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

Type size:
8 point 22 lines
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1114-0-1-852			
Total number of full-time permanent positions.....	1	1	1
Total compensable workyears: Full-time equivalent employment.....	1	1	1
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154

100-1-1281 (1) - 241-1-236 (1-1000)

BLM-255

(Mono cast: 51.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

OREGON & CALIFORNIA
GRANT LANDS

Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Starting in FY 1986 the request for funding to manage these lands will be included in the Forest Service (FS) Budget due to the proposed transfer of management responsibility for BLM lands in western Oregon to the FS as part of an Administration initiative to exchange intermingled lands and related management responsibilities in the Western States.

Appropriation Language Sheet

OREGON AND CALIFORNIA GRANT LANDS

[For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; \$55,397,000, to remain available until expended: Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).]

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753;
Department of the Interior and Related Agencies
Appropriations Act, 1985, as included in Public
Law 98-473.)

Justification of Proposed Language Changes

Oregon and California Grant Lands

1. Delete: "For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; \$55,397,000, to remain available until expended: Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876)."

Management responsibility for BLM-administered lands in western Oregon is proposed for transfer to the Forest Service beginning in FY 1986. Therefore, necessary appropriations will be requested in the Forest Service's Budget Request.

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; \$55,397,000 to remain available until expended:

43 U.S.C. 1181
P.L. 75-405

The Conservation of Timber on Certain Lands in Oregon Act of August 28, 1937 (50 Stat. 876) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands.

53 Stat. 753

The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

43 U.S.C. 1701 et seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976 applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1701). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or other wise, may cause a refund of the amount in excess to be made from applicable funds."

Department of the Interior and Related Agencies Appropriations Act 1985, as included in Public Law 98-473.

The "O&C Grant Lands" appropriation was first provided in the FY 1961 Interior Appropriations Act as a "no-year" appropriation of 25 percent of receipts generated from the O&C lands. The appropriation was changed to a definite amount in the FY 1982 Appropriations Act.

2. Provided, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in FY 1953. At that time, and at the establishment of the BLM Construction appropriation account in FY 1951, the Appropriations Act provided that funds appropriated for road construction shall be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. Provided further, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the FY 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

Summary of Requirements

Appropriation: Oregon and California Grant Lands										
Summary of Base Adjustments:										
Appropriation, 1985.....										
Base Adjustments:										
Transfer program to Forest Service.....				-998		-54,289	-998		54,289	
1986 Base Budget.....										
Comparison by activity/subactivity:										
	1984 Actual		1985 Enacted		1986 Base		1986 Estimate		Inc(+)/Dec(-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Construction and Acquisition										
Building Construction ...	---	---	---	---	---	---	---	---	---	---
Recreation Construction ..	---	---	---	---	---	---	---	---	---	---
Transportation Construction	4	696	6	199	---	---	---	---	---	---
Acquisition	8	315	7	315	---	---	---	---	---	---
Subtotal, Construction ..	12	1,011	13	514	---	---	---	---	---	---
Maintenance										
Buildings	9	510	8	479	---	---	---	---	---	---
Recreation Facilities	24	823	28	806	---	---	---	---	---	---
Transportation Facilities	30	2,870	35	2,720	---	---	---	---	---	---
Subtotal, Maintenance ..	63	4,203	71	4,005	---	---	---	---	---	---
Renewable Resources Management										
Timber Management	619	19,816	513	22,989	---	---	---	---	---	---
Timber Dev. and Reforestation	243	18,004	337	22,325	---	---	---	---	---	---
Timber Protection	22	2,171	3	1,768	---	---	---	---	---	---
Other Forest Resources ...	54	3,020	55	2,428	---	---	---	---	---	---
Subtotal, Renewable	938	43,011	908	49,510	---	---	---	---	---	---
Resources Management ..					---	---	---	---	---	---

	1984 Actual		1985 Enacted to Date		1986 Base		1986 Estimate		Inc(+) / Dec(-) from FY 1985		Inc(+) / Dec(-) Over 1986 Base	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Planning and Data Management												
Planning	4	97	2	48								
Data Management	4	214	4	212								
Subtotal, Planning and Data Management	8	311	6	260								
Total Requirements.....	1,021	48,536	998	54,289								

Justification Of Base Adjustment

Oregon and California Grant Lands

FTE

Amount

Transfer:

The Administration is proposing to interchange intermingled lands and related management responsibilities between the BLM and the Forest Service in FY 1986.

-998

-54,289

Type size:
8 point 12 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised,
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code	84 19 actual	85 19 estimate	86 19 estimate
14-1116-0-1-302			
<u>Program by activities:</u>			
00.01 Construction and acquisition.....	429	514	---
00.02 Maintenance.....	3,658	4,005	---
00.03 Renewable resource management....	46,894	48,700	---
00.04 Planning and data management.....	650	260	---
10.00 Total obligations.....	51,631	53,479	---
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-3,882	-788	-1,598
22.40 Unobligated balance transferred, net.....	---	---	1,598
24.40 Unobligated balance available, end of year.....	788	1,598	---
39.00 Budget authority.....	48,536	54,289	---
<u>Budget authority:</u>			
40.00 Appropriation.....	51,536	55,397	---
40.00 Reduction pursuant to P.L. 98-473	---	-1,108	---
41.00 Transferred to other accounts....	-3,000	---	---
43.00 Appropriation (adjusted).....	48,536	54,289	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	51,631	53,479	---
72.40 Obligated balance, start of year.	11,174	10,296	10,029
73.40 Obligated balance transferred, net.....	---	---	-10,029
74.40 Obligated balance, end of year...	-10,296	-10,029	---
90.00 Outlays.....	52,509	53,746	---
BLM-265			
(Micro cast: 31.5)	(Micro cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
8 point 22 pieces
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1116-0-1-302			
BUREAU OF LAND MANAGEMENT			
Personnel compensation:			
11.1 Full-time permanent.....	23,273	22,665	---
11.3 Other than full-time permanent..	2,048	1,990	---
11.5 Other personnel compensation....	574	550	---
11.8 Special personal services payments	39	30	---
11.9 Total personnel compensation..	25,934	25,235	---
12.1 Personnel benefits: Civilian....	3,231	3,144	---
21.0 Travel and transportation of persons.....	374	600	---
22.0 Transportation of things.....	1,907	2,400	---
23.2 Communications, utilities, and other rent.....	870	800	---
24.0 Printing and reproduction.....	67	50	---
25.0 Other services.....	8,003	10,350	---
26.0 Supplies and materials.....	2,071	2,000	---
31.0 Equipment.....	1,038	1,000	---
32.0 Lands and structures.....	3,883	7,500	---
42.0 Insurance claims and indemnities..	2	---	---
99.0 Subtotal, Bureau of Land Management.....	47,380	53,079	---

BLM-267

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 1-0
Red underscore
Case 210

STANDARD FORM 300

July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1116-0-1-302			
ALLOCATION ACCOUNTS			
Personnel compensation:			
11.1 Full-time permanent.....	1,259	130	---
11.3 Other than full-time permanent..	196	16	---
11.5 Other personnel compensation....	46	13	---
11.9 Total personnel compensation..	1,501	159	---
12.1 Personnel benefits: Civilian.....	258	17	---
21.0 Travel and transportation of persons.....	102	25	---
22.0 Transportation of things.....	30	5	---
23.2 Communications, utilities, and other rent.....	114	10	---
24.0 Printing and reproduction.....	---	1	---
25.0 Other services.....	843	9	---
26.0 Supplies and materials.....	145	7	---
31.0 Equipment.....	50	---	---
32.0 Lands and structures.....	1,201	167	---
41.0 Grants, subsidies, and contributions	1	---	---
42.0 Insurance claims and indemnities..	6	---	---
99.0 Subtotal, allocation accounts.	4,251	400	---
99.9 Total obligations.....	51,631	53,479	---
Obligations are distributed as follows:			
Interior--Bureau of Land Management..	47,380	53,079	---
Agriculture--Forest Service.....	3,354	---	---
Transportation--Federal Highway Administration.....	897	400	---

BLM-269

(Mono cast: 21.5)

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)



Type size:
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Case 1-0
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code 14-1116-0-1-302	84 19 actual	85 19 estimate	86 19 estimate
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions.....	918	897	---
Total compensable workyears:			
Full-time equivalent employment.....	1,021	998	---
Full-time equivalent of overtime and holiday hours.....	16	15	---
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154
Average salary of ungraded positions....	26,400	26,400	26,400
ALLOCATION ACCOUNTS			
Total number of full-time permanent positions.....	44	4	---
Total compensable workyears: Full-time equivalent employment.....	57	4	---
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154
Average salary of ungraded positions....	26,400	26,400	26,400
BLM-271			
(Mono cast: 21.4)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS

Section 2901 Rescission

A rescission of \$679,000 in FY 1985 Budget Authority is proposed in the "Oregon and California Grant Lands" appropriation to effect savings in Congressionally-specified management categories pursuant to Section 2901 of the Deficit Reduction Act of 1984.

Anticipated savings by category are as follows:

- o Motor Vehicles - A savings of \$248,000 will result from a reduction in the number of vehicles in the GSA permanently assigned vehicle fleet in FY 1985. To minimize impacts on field work, primary consideration for permanent turn-ins will be seasonally stored units or those units utilized less than 10,000 miles annually. In addition, the useful lives of most BLM-owned vehicles will be extended two years resulting in a reduction of the Fixed Ownership Rates.
- o Travel - A savings of \$155,000 will result from the extensive cancellation of Bureauwide non-training meetings, conferences and workshops; the cancellation of four training courses for beginning professionals in FY 1985; and the reduction of other travel not directly associated with field programs.
- o Public Affairs - A savings of \$63,000 will be achieved by focusing public affairs work on those program areas which are highly visible and which generate substantial public concern, such as the BLM/Forest Service Interchange program. In addition, informal, supplementary public affairs work carried on by a wide variety of Bureau employees will be substantially reduced.
- o Publishing and Printing - A savings of \$98,000 will result from limiting the purchasing of printing services and the in-house production of printed material and audio-visual material to that which is necessary to support critical program efforts.
- o Consulting Services - A savings of \$115,000 will be achieved by eliminating contracted scientific data gathering and other studies not associated with questions of immediate and direct concern.

THE UNIVERSITY OF CHICAGO

DEPARTMENT OF CHEMISTRY

LABORATORY OF ORGANIC CHEMISTRY

RESEARCH REPORT

The following report was prepared by the student named below, under the supervision of the Professor named below, during the course of his or her research in the Laboratory of Organic Chemistry, Department of Chemistry, University of Chicago.

Student's Name: _____

Professor's Name: _____

Date: _____

Title of Report: _____

Abstract: _____

Introduction: _____

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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
(Rescission proposal)

Program and Financing (in thousands of dollars)

Identification code	84 19 actual	85 19 estimate	86 19 estimate
14-1116-5-1-302			
<u>Program by activities:</u>			
10.00 Total obligations.....	---	-679	---
<u>Financing:</u>			
40.00 Budget authority (appropriation rescission proposal - Sec. 2901, Deficit Reduction Act).....	---	-679	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-679	---
90.00 Outlays.....	---	-679	---

BLM-275

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CTO : 1981.07 - 401-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
(Rescission proposal)

Object classification (in thousands of dollars)

Identification code		19 84 actual	19 85 estimate	19 86 estimate
14-1116-5-1-302				
Personnel compensation:				
11.1	Full-time permanent.....	---	-20	---
11.3	Other than full-time permanent..	---	-2	---
11.5	Other personnel compensation....	---	-1	---
11.9	Total personnel compensation..	---	-23	---
12.1	Personnel benefits: Civilian.....	---	-4	---
21.0	Travel and transportation of persons	---	-200	---
22.0	Transportation of things.....	---	-110	---
24.0	Printing and reproduction.....	---	-63	---
25.0	Other services.....	---	-263	---
26.0	Supplies and materials.....	---	-16	---
99.9	Total obligations.....	---	-679	---

BLM-277

(Mono cast: 21.5)

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1981-1982 - 84-1-500 (6500)

RANGE
IMPROVEMENTS

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used for the construction of physical improvements and for implementation of practices or treatments to rehabilitate, protect, or improve the public rangelands.

Section 6(b) of the Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1905(b)) in part reads as follows: "The second sentence of Section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1) is hereby amended by adding the words 'or \$10,000,000 per annum, whichever is greater' after the words '50 per centum',..." This amendment provides that the Range Improvements appropriation will be 50 percent of the grazing receipts collected during the previous year or \$10,000,000, whichever is greater.

Section 6(a) of PRIA established a grazing fee formula which took effect on March 1, 1979. PRIA also restricted annual fee increases or decreases to 25 percent of the previous year's fee. The FY 1982 grazing fee was \$1.86 per animal unit month (AUM). The fee was reduced by \$.46 per AUM in FY 1983 to \$1.40, by \$.03 in FY 1984 to \$1.37, and by \$.02 in 1985 to \$1.35 per AUM, under the formula established by Congress. As a consequence, the 50 percent of receipts from grazing on public lands and from grazing and mineral leasing on Bankhead-Jones lands, which go into this appropriation, is expected to generate only \$9,407,000 for this appropriation in FY 1986. Because of Section 6(b) of PRIA, however, the Range Improvements appropriation shall not be less than \$10 million regardless of receipts. The Range Improvements appropriation, therefore, is estimated at \$10 million in FY 1986, the same level as FY 1985.

Appropriation Language Sheet

Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal range-lands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), but not less than \$10,000,000 (43 U.S.C. 1901), and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses[: Provided further, That the dollar equivalent of value, in excess of the grazing fee established under law and paid to the United States Government, received by any permittee or lessee as compensation for an assignment or other conveyance of a grazing permit or lease, or any grazing privileges or rights thereunder, and in excess of the installation and maintenance cost of grazing improvements provided for by the permittee in the allotment management plan or amendments or otherwise approved by the Bureau of Land Management, shall be paid to the Bureau of Land Management and disposed of as provided for by section 401(b) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701): Provided further, That if the dollar value prescribed above is not paid to the Bureau of Land Management, the grazing permit or lease shall be cancelled].

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1985, as included in Public Law 98-473.)

Justification of Proposed Language Changes

Range Improvements

1. Deletion: ":Provided further, That the dollar equivalent of value, in excess of the grazing fee established under law and paid to the United States Government, received by any permittee or lessee as compensation for an assignment or other conveyance of a grazing permit or lease, or any grazing privileges or rights thereunder, and in excess of the installation and maintenance cost of grazing improvements provided for by the permittee in the allotment management plan or amendments or otherwise approved by the Bureau of Land Management, shall be paid to the Bureau of Land Management and disposed of as provided for by section 401(b) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701): Provided further, That if the dollar value prescribed above is not paid to the Bureau of Land Management, the grazing permit or lease shall be cancelled".

As written, the language potentially constrains legitimate transfers of grazing permits, such as sales and leases of base property. The condition which reads "for an assignment or other conveyance," arguably goes beyond the intent of the language, which was specifically aimed at illegal subleasing arrangements whereby the permittee profits directly through receipt of higher fees than paid to the United States. Although this problem could be solved by changing the language, we propose that the language be deleted in its entirety in the 1986 appropriations bill for the following reasons.

Regulations defining and controlling illegal subleasing of grazing permits are scheduled to be placed in effect in February 1985. These regulations will provide penalties against violators by requiring the payment to the U.S. of those profits made through illegal subleasing arrangements, as provided for in the appropriations language. However, the regulations also include penalties under other authorities which call for trespass action against unauthorized third parties, and cancellation or reduction of grazing privileges for permittees who engage in illegal subleasing. Therefore, deletion of the language would only affect the penalty calling for payment of illegal subleasing profits to the U.S. This provision will be extremely difficult and cumbersome to enforce since there has been no prior history to establish legal and administrative procedures through which these profits can be determined and recovered. The remaining penalties (i.e., trespass, cancellation, reduction) are well-established procedures and will have the effect of deterring both the permittee and any third party from entering into illegal subleasing arrangements.

Appropriation Language Citations

Range Improvements

Appropriation language and citations:

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.),"

43 U.S.C. 1751

43 U.S.C. 1751 provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181(d) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "but not less than \$10,000,000 (43 U.S.C. 1901),"

43 U.S.C. 1901, 1905(b)

43 U.S.C. 1905(b) amends section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) by adding the words "or \$10,000,000 per annum, whichever is greater" after the words "50 per centum."

4. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010

E.O. 10046; 10175; 10234; 10322; 10787;
10890,

30 U.S.C. 355

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

5. "to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses."

P.L. 98-473

P.L. 98-473, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides that the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

Summary of Requirements

Appropriation: Range Improvements

	FTE-T	Amount
Appropriation, 1985.....	130	10,000
Base Adjustments.....	---	---
1986 Base Budget.....	130	10,000

1985

	1984 Actual		Enacted To Date		1986 Base		1986 Estimate		Inc.(+)/Dec.(-) from 1985		Inc.(+)/Dec.(-) over 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount

Comparison by activity:

1. Improvements to Public Lands	108	8,000	103	8,000	103	8,000	103	8,000	---	---	---	---
2. Farm Tenant Act (LU) Lands	25	1,400	24	1,400	24	1,400	24	1,400	---	---	---	---
3. Administrative Expenses	---	600	3	600	3	600	3	600	---	---	---	---
Total Requirements	133	10,000	130	10,000	130	10,000	130	10,000	---	---	---	---

Justification of Program and Performance

Appropriation: Range Improvements

(Dollar amounts in thousands)

		1985 Enacted <u>To Date</u>	1986 <u>Base</u>	1986 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1985</u>	Inc. (+) Dec. (-) <u>from Base</u>
<u>Activity 1/</u>						
Improvements to Public	\$	8,000	8,000	8,000	---	---
Lands	(FTE-T)	(103)	(103)	(103)	(---)	(---)
Farm Tenant Act (LU)						
Lands	\$	1,400	1,400	1,400	---	---
	(FTE-T)	(24)	(24)	(24)	(---)	(---)
Administrative Expenses	\$	600	600	600	---	---
	(FTE-T)	<u>(3)</u>	<u>(3)</u>	<u>(3)</u>	<u>(---)</u>	<u>(---)</u>
Total Requirements	\$	10,000	10,000	10,000	---	---
	(FTE-T)	(130)	(130)	(130)	(---)	(---)

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act (FLPMA) of 1976 provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administrative activities such as issuing improvement permits are funded in the grazing management or other appropriate program elements in the "Management of Lands and Resources" appropriation.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each activity. Therefore, the justification covers the entire appropriation with a single narrative justification.

30 U.S.C. 355

The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315
P.L. 73-482

The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

43 U.S.C. 1901, 1905
P.L. 95-514

The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

7 U.S.C. 1010, 1012-
1013A
P.L. 75-210

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objective

The objective of the Range Improvements appropriation is to improve public rangeland productivity for resultant benefits to livestock production, wildlife, and watershed protection.

FY 1986 program

The FY 1986 Estimate for Range Improvements is \$10,000,000 and 130 FTE.

This appropriation finances actions designed to improve public rangeland condition. Improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, water and vegetative condition of the Nation's rangelands.

FLPMA directs that one-half of the Range Improvements appropriation must be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all of the appropriation will be distributed for use in the districts from which the fees were collected in the same proportion as collections received.

These funds are used exclusively for on-the-ground improvements and directly related project costs. Other expenses associated with planning and development of improvements such as environmental analysis, typing, recordkeeping, program management, etc., are borne by the grazing management subactivity or other appropriate resource program activity in the Management of Lands and Resources (MLR) appropriation.

In the past, the maintenance of existing range improvements utilized a substantial portion of the Range Improvements appropriation. Under current policy, the Range Improvements appropriation will not be used for maintenance after FY 1984. In FY 1985, the individual, group, or association deriving the primary benefit(s) from a structural improvement will be responsible for maintaining that improvement. Thus, livestock operators will be responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, will be funded from MLR grazing management funds. This policy allows a greater proportion of the Range Improvements appropriation to be used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The goal of the Range Improvements program is to improve the condition of the public lands for multiple use by investing in economically and environmentally sound rangeland improvements. This is being accomplished by ensuring that distribution and use of the appropriated funds meet the intent of the law, by analyzing costs and benefits of projects, by directing funds to those improvement projects that will resolve the most serious resource use conflicts, and by encouraging rangeland users and others to participate in rangeland improvement through coordinated and cooperative management.

The grazing fee for the 1985 grazing year is \$1.35 per animal unit month (AUM), based on the fee formula established by Congress in section 6(a) of the Public Rangelands Improvement Act (PRIA). PRIA established the current grazing fee formula on a seven-year trial basis for the grazing fee years 1979 through 1985. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule. That study is currently in the final stages of preparation and will be submitted to Congress in May, 1985, as required by PRIA.

Projected workload accomplishments between FY 1984 and 1986 are indicated on the following table:

<u>Workload Measure</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base and Estimate</u>
Projects surveyed and designed (#)	1,300	1,300	1,300
Structural developments			
Water facilities (#)	545	815	815
Fence (miles)	605	605	605
Cattleguards installed (#)	100	100	100
Nonstructural developments			
Land treatments (acres)	45,000	45,000	45,000
Weed control (acres)	18,850	18,850	18,850
Maintenance			
Vegetation treatments (acres)	7,000	---	---
Developments (#)	1,253	---	---

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: <u>Range Improvements</u>		1986 Base		1986 Estimate		Inc. (+) or Dec. (-)	
		<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
<u>Object Class</u>							
11. Personnel Compensation:							
11.1	Full-time permanent	118	2,650	118	2,650	---	---
11.3	Other than full-time permanent	12	292	12	292	---	---
11.5	Other personnel compensation	---	100	---	100	---	---
Total personnel compensation		130	3,042	130	3,042	---	---
<u>Other Objects</u>							
12.1	Personnel benefits		365		365		---
21.0	Travel and transportation of persons		150		150		---
22.0	Transportation of things		700		700		---
23.2	Communications, utilities, and other rent		40		40		---
25.0	Other services		1,200		1,200		---
25.0	Supplies and materials		2,103		2,103		---
31.0	Equipment		400		400		---
32.0	Lands and structures		2,000		2,000		---
Total requirements			<u>10,000</u>		<u>10,000</u>		<u>---</u>

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
Unappropriated balance, start of year...	6,296	5,987	6,932
Collections (including offsetting receipts).....	16,925	18,815	29,900
Transferred to general fund receipts....	-5,269	-5,858	-9,421
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,024	-1,045	-1,765
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-1,550	-1,677	-2,830
Transferred to payments to counties from grazing and mineral leasing receipts from National Grasslands....	-620	-828	-933
Total available for appropriation.....	15,388	15,394	21,883
Appropriation.....	-9,401	-8,462	-9,407
Unappropriated balance, end of year....	5,987	6,932	12,476

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BLM-289

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5132-0-2-302			
<u>Program by activities:</u>			
00.01 Improvements to public lands.....	8,821	8,000	8,000
00.02 Farm tenant act lands.....	1,409	1,400	1,400
00.03 Administrative expenses.....	600	600	600
10.00 Total obligations.....	10,830	10,000	10,000
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-2,646	-1,816	-1,816
24.40 Unobligated balance available, end of year.....	1,816	1,816	1,816
39.00 Budget authority.....	10,000	10,000	10,000
<u>Budget authority:</u>			
40.00 Appropriation (indefinite, special fund).....	9,401	8,462	9,407
40.00 Appropriation (definite general fund).....	599	1,538	593
43.00 Appropriation (adjusted).....	10,000	10,000	10,000
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	10,830	10,000	10,000
72.40 Obligated balance, start of year.	3,736	3,683	3,933
74.40 Obligated balance, end of year..	-3,683	-3,933	-4,183
90.00 Outlays.....	10,882	9,750	9,750
BLM-291			
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5132-0-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	2,823	2,750	2,709
11.3 Other than full-time permanent..	323	323	318
11.5 Other personnel compensation....	90	100	100
11.9 Total personnel compensation..	3,236	3,173	3,127
12.1 Personnel benefits: Civilian.....	398	390	385
21.0 Travel and transportation of persons.....	138	150	150
22.0 Transportation of things.....	750	700	600
23.2 Communications, utilities, and other rent.....	21	40	40
25.0 Other services.....	1,888	1,207	1,576
26.0 Supplies and materials.....	2,328	2,000	1,900
31.0 Equipment.....	90	340	322
32.0 Lands and structures.....	1,981	2,000	1,900
99.9 Total obligations.....	10,830	10,000	10,000

BLM-293

(Mono cast: 21.5)

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(Mono cast: 4.9)

TYPE 1 (1961) - 391-526 (6500)

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5132-0-2-302			
Total number of full-time permanent positions.....	117	114	114
Total compensable workyears:			
Full-time equivalent employment.....	133	130	130
Full-time equivalent of overtime and holiday hours.....	3	3	3
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154

4133 : 1291.0 - 341-526 (6500)

BLM-295

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SPECIAL ACQUISITION
OF LANDS & MINERALS

Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals

This appropriation was established to account for the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal interests in the Rattlesnake National Recreation Area (NRA) and Wilderness Area and the acquisition of private mineral interests in the Cranberry Wilderness Area.

The major activities covered by this account are:

1. Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-466 as amended by section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). This is permanent authority not requiring current Congressional action.
2. Cranberry Wilderness Area. Represents the acquisition value of coal and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in West Virginia, as required to be acquired pursuant to section 4 of P.L. 97-466. These interests will be acquired in FY 1985 for \$14,700,000. No new budget authority is needed or requested in FY 1986.

Appropriation Language Sheet

Special Acquisition of Lands and Minerals

[For the purchase of non-Federal coal deposits and other mineral interests and rights pursuant to Public Law 97-466, \$15,000,000, to remain available until expended.]

(Department of the Interior and Related Agencies Appropriations Act, 1985, as included in Public Law 98-473.)

Justification of Proposed Language Changes

Special Acquisition of Lands and Minerals

Deletion: "For the purchase of non-Federal coal deposits and other mineral interests and rights pursuant to Public Law 97-466, \$15,000,000, to remain available until expended."

No additional authority is required for the Cranberry Wilderness Area in West Virginia since these interests will be acquired in FY 1985. The authority relating to the Rattlesnake NRA and Wilderness Area is permanent authority not requiring current Congressional action.

Justification of Program and Performance

Activity: Rattlesnake NRA and Wilderness Area

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
(Permanent Authority \$ to Borrow) (FTE-T)	1,300 (---)	1,300 (---)	1,300 (---)	--- (---)	--- (---)

Authorization

P.L. 97-476 The Rattlesnake Recreation Area and Wilderness Act of 1980.
16 U.S.C. 460 Section 4 of the Act authorized the Secretary of the
11-3 Interior to accept title to private lands within the
Rattlesnake Recreation Area and Rattlesnake Wilderness
Area in exchange for bidding rights equal to the fair
market value of such lands.

P.L. 98-140 Section 7 of the Lee Metcalf Wilderness and Management Act
16 U.S.C. 460 of 1983 amended P.L. 96-476 to provide that the bidding
11-3 rights may be used as a monetary credit, which shall be
considered "money" within the meaning of section 35 of the
Mineral Leasing Act of 1920, against the Federal portion of
bonus payments, rental or royalty payments for Federal coal
leases, and that the Secretary shall consummate the
exchange of lands owned by Montana Power Company within
the area by issuing bidding rights equal to the negotiated
cash equivalent of the fair market value of such Montana
Power Company lands.

Objective

- o To account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights for the Rattlesnake Recreation Area and Wilderness in Montana.

FY 1986 program

On November 19, 1983, pursuant to the statutory authority cited above, the BLM issued bidding rights equal to \$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness, in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 USC 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is to be applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). Interest will be compounded quarterly, and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended. The eligibility period may be extended for the period of time that force majeure has prevented the use of these rights.

Bidding rights may be assigned to any entity in minimum amounts of \$100,000.

The FY 1986 amount represents only additional adjustments to unexercised bidding rights at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

Justification of Program and Performance

Activity: Cranberry Wilderness Area

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc.(+) Dec.(-) from 1985	Inc.(+) Dec.(-) from Base
\$	14,700	---	---	-14,700	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

P.L. 97-466 Public Law 97-466 established the Cranberry Wilderness Area and required the acquisition of non-Federal coal deposits and other mineral interests and rights in and contiguous to the area through an outright purchase or through the extension of monetary credits.

Objective

- o To acquire certain privately-owned mineral interests and rights in the Cranberry Wilderness of West Virginia as authorized by Act of Congress (P.L. 97-466).

In FY 1985, \$14,700,000 was appropriated to purchase the non-Federal coal and other mineral interests and rights within and contiguous to the Cranberry Wilderness Area in the Monongahela National Forest, West Virginia. The acquisition will be completed in FY 1985. No new budget authority is needed or requested in FY 1986.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION FOR LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code	84 19 actual	85 19 estimate	86 19 estimate
14-1117-0-1-302			
<u>Program by activities:</u>			
00.01 Rattlesnake NRA and Wilderness Area.....	15,400	1,300	1,300
00.02 Cranberry Wilderness Area.....	---	14,700	---
10.00 Total obligations (object class 33.0).....	15,400	16,000	1,300
<u>Financing:</u>			
39.00 Budget authority.....	15,500	16,000	1,300
<u>Budget authority:</u>			
Current:			
40.00 Appropriation.....	---	15,000	---
40.00 Reduction pursuant to P.L. 98-473	---	-300	---
43.00 Appropriation (adjusted).....	---	14,700	---
Permanent:			
67.10 Authority to borrow (Public Law 96-476, as amended).....	15,400	1,300	1,300
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	15,400	16,000	1,300
72.47 Obligated balance, start of year: Authority to borrow.....	---	61	---
74.47 Obligated balance, end of year: Authority to borrow.....	-61	---	---
90.00 Outlays.....	15,339	16,061	1,300
BLM-303			
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RECREATION DEV. & OPER.
OF REC. FACILITIES

Appropriation Summary Statement

Appropriation: Recreation Development and Operation of Recreation Facilities

Recreation user fees collected by the Bureau of Land Management (BLM) are presently deposited in the Land and Water Conservation Fund. Proposed changes to appropriation language for the "Operation of the National Park System" account would make these fees available for appropriation to BLM in FY 1987 to cover the cost of fee collection, maintenance of certain recreation facilities, and other recreation program operating requirements.

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Amounts Available for Appropriation (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
Unappropriated balance, start of year...	---	---	---
Collections (offsetting receipts):			
Recreation use fees (proposed legislation).....	---	---	1,000
Total available for appropriation...	---	---	1,000
Appropriation.....	---	---	---
Unappropriated balance, end of year.	---	---	1,000

U.S. GPO : 1964 O - 341-526 (6500)

BLM-307

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the Budget
Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5011-0-2-302			
<u>Program by activities:</u>			
10.00 Total obligations (object class 25.0)	1	---	---
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-20	-20	-20
24.40 Unobligated balance available, end of year.....	20	20	20
39.00 Budget authority.....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	1	---	---
90.00 Outlays.....	1	---	---
BLM-309			
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SERVICE CHARGES,
DEPOSITS, & FORFEITURES

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances BLM's costs of performing specific applicant-initiated actions by collecting deposits or service charges from the applicant and making these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally-initiated applications and ensures the immediate availability of funds for work such as rights-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of rights-of-way applications, which make up the largest program in this appropriation.

Funds are also expected to be deposited for processing applications and monitoring construction and operations for about 45 major rights-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems.

Processing costs of all small rights-of-way (R/W) projects estimated to cost less than \$5,000 to process are provided to this appropriation through a fee schedule. Revised regulations for issuance of R/W's under the authority of FLPMA and the Mineral Leasing Act (MLA) are expected to be issued by FY 1986.

In addition to rights-of-way processing, this appropriation also finances certain costs for miscellaneous cost recoverable realty cases, repair of damaged lands, and BLM's Adopt-a-Horse Program.

Appropriation Language Sheet

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: Provided, That, pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under section 304 of the Act of October 21, 1976, and sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c), of the Act of October 21, 1976, may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under section 304(b) of said Act.

(43 U.S.C. 1719, 1734, 1735, and 1764; 30 U.S.C. 185; 87 Stat. 584; Department of the Interior and Related Agencies Appropriations Act, 1985, as included in Public Law 98-473.)

Justification of Proposed Language Changes

Appropriation: Service Charges, Deposits, and Forfeitures

1. Insert the following language: "Provided, That, pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated under this heading shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That, pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976, may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of said Act."

This new language provision in BLM's Service Charges, Deposits and Forfeitures appropriation responds to an Appeals Court ruling on consolidated appeals in Nevada Power Co., et al. v. U.S. (Tenth Circuit, June 16, 1983). The Tenth Circuit ruled that the Secretary of the Interior must consider all factors listed in section 304(b) of the Federal Land Policy and Management Act (FLPMA), 43 U.S. 1734(b), in determining whether costs charged to applicants for special benefits are reasonable.

The above language is being requested to clarify the congressional intent that the Secretary collect the full, actual cost of processing these large scale rights-of-way applications without regard to making individual case-by-case determinations on the other factors listed in section 304(b). Except for donated funds, only those funds collected from applicants and deposited in and appropriated from this account may be expended for the purpose of processing those applications. The language also provides that small applications, which are relatively inexpensive to process and which are subject to a fixed schedule of fees or service charges set by regulation, may be processed using these or other funds available to the BLM including the amount of the fixed fees collected, deposited in and appropriated from this account without regard to maintaining exact project-by-project accounting for each application.

Appropriation Language Citations

Bureau of Land Management

Appropriation: Service Charges, Deposits, and Forfeitures

1. For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended.

43 U.S.C. 1719(c)

43 U.S.C. 1734(a)

43 U.S.C. 1734(b)

43 U.S.C. 1735(a)

43 U.S.C. 1764(g)

and

P.L. 93-153 Sec. 101

P.L. 93-153 Sec. 203

43 U.S.C. 1719(c) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for Administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands"

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys...shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "...any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended..."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operation, and termination of the facility pursuant to the right-of-way.

P.L. 93-153 Sec. 101 and 203 amends section 28 of the Mineral Leasing Act of 1920 and authorizes a Trans-Alaska oil pipeline and provides for reimbursement of costs pursuant to issuance of the right-of-way.

2. "Provided, That pursuant to this act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, the amounts collected under section 304 of the Act of October 21, 1976, and sections 101 and 203 of Public Law 93-153 and appropriated hereby shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That pursuant to this Act and hereafter, and except with respect to those applications for which costs are recovered on the basis of a schedule of fees or charges fixed by regulation, no funds other than those appropriated under this heading, or otherwise available under the provisions of subsection 307(c) of the Act of October 21, 1976, may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under section 304(b) of said Act."

43 U.S.C. 1734(a), (b)

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands"

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys. . . shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1737

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposes Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

43 U.S.C. 1735(a), (c)

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and appropriated and made available until expended..."

43 U.S.C. 1735(c) (FLPMA Section 305(c)) states that "if any portion of a deposit or amount forfeited under this Act is found by the Secretary to be in excess of the cost of doing the work authorized under this Act, the Secretary, upon application or otherwise, may cause a refund of the amount in excess to be made from applicable funds."

Summary of Requirements

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

Summary of Base Adjustments:

Appropriation, 1985

Base Adjustments:

1986 Base Budget

	<u>FTE-T</u>	<u>Amount</u>
Appropriation, 1985	33	4,070
Base Adjustments:	---	---
1986 Base Budget	33	4,070

	<u>1985</u>	<u>1986</u>	<u>1986 Estimate</u>	<u>Inc. (+) / Dec. (-) from 1985</u>	<u>Inc. (+) / Dec. (-) Over 1986 Base</u>
	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>
Appropriation, 1985	31	1,700	43	3,550	+12
Base Adjustments:	---	870	---	870	---
1986 Base Budget	1	1,350	1	1,150	---
	1	150	1	350	+200
Total Requirements	33	4,070	45	5,920	+12
					+1,850

Comparison by activity:

	<u>1984 Actual</u>	<u>1985</u>	<u>1986</u>	<u>1986 Estimate</u>	<u>Inc. (+) / Dec. (-) from 1985</u>	<u>Inc. (+) / Dec. (-) Over 1986 Base</u>
	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>	<u>FTE-T</u>	<u>Amount</u>
Rights-of-Way Processing.....	41	1,689	31	1,700	+12	+1,850
Adopt-a-Horse Program..	---	1,013	---	870	---	---
Repair of Damaged Lands.....	8	926	1	1,150	---	---
Cost Recoverable Realty Cases.....	5	232	1	350	+200	---
Total Requirements	54	3,860	33	4,070	+12	+1,850

1/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from deposits, forfeitures, cost reimbursements, and performance bonds.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Rights-of-Way Processing

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (-) Dec. (-) from Base
\$ (FTE-T)	1,700 (31)	1,700 (31)	3,550 (43)	+1,850 (+12)	+1,850 (+12)

Authorization

43 U.S.C. 1734, 1764
P.L. 94-579 The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.

30 U.S.C. 18
P.L. 93-153 The Trans-Alaska Pipeline Act of 1973 (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

15 U.S.C. 719
P.L. 92-195 The Alaska Natural Gas Transportation Act of 1976 authorizes the granting of certificates, rights-of-way permits, and leases.

42 U.S.C. 4321
(4331-4335,
4341-4347)
P.L. 91-190 The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to facilitate production and transportation of domestic energy resources and to expedite the granting of all rights-of-way (R/W's) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable rights-of-way over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920). Financing is obtained from deposits of funds made in advance of Bureau work by applicants and grant holders.

Only those costs incurred as a direct result of the filing of an application or the issuing of a right-of-way grant and which facilitate processing, monitoring or termination of such are charged against the individual project.

Base program

The FY 1986 base funding level for Rights-of-Way Processing is \$1,700,000 and 31 FTE.

This activity accomplishes the workload associated with granting rights-of-way including preliminary analyses, environmental assessments, appraisals, grant issuance, and compliance monitoring. The FY 1986 program consists of processing the major right-of-way applications (fee schedule category VI) listed below, some of which will cost more than \$100,000 to process. Regulations for issuance of R/W's under the authority of FLPMA and MLA are expected to be issued before FY 1986 to put the cost recovery schedule - category I-IV in effect.

The following number of applications would be accomplished at the FY 1986 base funding level:

<u>Workload Measures</u>	<u>FY 1984 Actual</u>	<u>FY 1985 Estimate</u>	<u>FY 1986 Base</u>
<u>R/Ws/MLA (cases):</u>			
Processing costs under \$5,000	140	180	180
Processing costs over \$5,000	19	15	15
<u>R/Ws/FLPMA (cases):</u>			
Processing costs under \$5,000	290	395	395
Processing costs over \$5,000	39	30	30
<u>Increase from 1986 Base</u>			

(Dollars in thousands)

	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Difference</u>
\$ (FTE-T)	1,700 (31)	3,550 (43)	+1,850 (+12)

The requested increase assumes that cost recovery regulations and manual instructions will be in place by the beginning of FY 1986 and that fees for processing of minor projects (those under \$5,000) will be raised to reflect the latest field experience.

The following workload will be accomplished at the FY 1986 Estimate funding level:

<u>Workload Measures</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) or Dec. (-)</u>
<u>R/Ws/MLA (cases):</u>			
Processing costs under \$5,000	180	375	+195
Processing costs over \$5,000	15	15	---
<u>R/Ws/FLPMA (cases):</u>			
Processing costs under \$5,000	395	800	+405
Processing costs over \$5,000	30	30	---

The following table presents the anticipated rights-of-way processing workload for FY 1986 by appropriation and in total:

<u>Workload Measure</u>	<u>Funded by MLR Appropriation (Estimate)</u>	<u>Funded by Service Charges Appropriation (Estimate)</u>	<u>Total</u>
<u>Mineral Leasing Act</u>			
- under \$5,000 (#)	375	375	750
- over \$5,000 (#)	---	15	15
<u>FLPMA</u>			
- under \$5,000 (#)	945	800	1,745
- over \$5,000 (#)	<u>5</u>	<u>30</u>	<u>35</u>
Total			
under \$5,000 (#)	1,320	1,175	2,495
over \$5,000 (#)	5	45	50

Distribution of change by object class

The object class detail for the proposed increase of \$1,850,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	12	\$ 333,000
Personnel benefits		56,000
Travel and transportation of persons		50,000
Transportation of things		50,000
Communications, utilities, and other rent		-10,000
Other services		1,121,000
Land and structures		250,000
Total		<u>\$1,850,000</u>

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Adopt-a-Horse Program

(Dollar amounts in thousands)

	<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc.(+) Dec.(-) from 1985</u>	<u>Inc.(+) Dec.(-) from Base</u>
\$ (FTE-T)	870 (---)	870 (---)	870 (---)	--- (---)	--- (---)

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	<u>The Federal Land Policy and Management Act (FLPMA) of 1976</u> authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195	<u>The Wild Free-Roaming Horse and Burro Act of 1971</u> , as amended by the Public Rangelands Rangelands Improvement Act (PRIA) of 1978, P.L. 95-514, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.
43 U.S.C. 1901 <u>et seq.</u> P.L. 95-514	<u>The Public Rangelands Improvement Act (PRIA) of 1978</u> establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- o Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements;
- o Recover a part of the associated veterinary, and animal maintenance costs from persons adopting the animals; and,
- o Sell excess animals for which no adoption demand exists, assuming legislation is enacted before FY 1986.

Base program

The FY 1986 base and estimate funding level for the Adopt-a-Horse program is \$870,000.

BLM charges standard fees for the adoption of wild horses and burros to partially offset costs of operating the adoption program. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program.

Effective March 4, 1983, standard adoption fees paid to BLM by adopters of wild horses and burros were set at \$125 per horse and \$75 per burro. Emergency rulemaking was initiated in May 1984 that gives the BLM Director the authority to waive or adjust the adoption fee for those animals not selected for adoption under the existing fee.

At the current adoption fee level, it is estimated that 5,000 horses and 1,500 burros will be adopted by qualified private cooperators in FY 1986, resulting in approximately \$737,000 in fees. Additionally, it is assumed that 7,000 unadoptable horses would be sold at an average price of \$19, under proposed legislation.

The use of these funds will partially offset BLM's costs to: transport the excess animals from the capture site to a facility where they are prepared for adoption; provide necessary veterinary treatment and vaccinations; feed and handle the animals prior to adoption; process adoption applications; conduct compliance checks of adopters; process title applications; and contract for the operation of fixed and temporary adoption centers by private contractors.

In the event legislation granting BLM authority to sell excess wild horses and burros for which there is no adoption demand is not enacted, it may be necessary to continue to waive or adjust the adoption fee, which will reduce revenues.

The FY 1986 estimate of \$870,000 is derived as follows:

Adoption and Sale Revenues:

5,000 horses adopted	@ \$125 =	\$625,000
1,500 burros adopted	@ \$ 75 =	112,500
7,000 horses sold	@ \$ 19 =	132,500
		<u>\$870,000</u>

Justification of Program and Performance

Appropriation:	Service Charges, Deposits and Forfeitures
Activity:	Repair of Damaged Lands

(dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	1,350	1,150	1,150	-200	---
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1735
P.L. 94-579

The Federal Land Policy and Management Act of 1976, (Section 305) authorizes collection for damages, forfeiture of performance bonds, and receipts of deposits to finance the costs of certain land restoration activities.

42 U.S.C. 4321
(4331-4335,
4341-4347)
P.L. 91-190

The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of this activity are to:

- o Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted; and
- o Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass).

FY 1986 program

FLPMA authorizes the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorizes the use of those funds to perform rehabilitation made necessary by actions of those users. A total of \$1,150,000 is estimated to become available in FY 1986 for repair of damaged lands and facilities.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures

Activity: Cost Recoverable Realty Cases

(Dollar amounts in thousands)

	<u>FY 1985 Enacted to Date</u>	<u>FY 1986 Base</u>	<u>FY 1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$	150	350	350	+200	---
(FTE-T)	(1)	(1)	(1)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732,
1745, 1746,
P.L. 94-579

The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to provide a funding mechanism to recover the cost of processing certain types of realty cases as authorized by FLPMA.

FY 1986 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the Bureau in advance for performance of the specified work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Correction of Conveyance Documents. Funds received from applicants for correction of conveyance documents under Section 316 of FLPMA are used to cover the administrative costs of determining whether an error exists and the costs involved in issuing the corrected patent or conveyance documents.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the lands.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits and Forfeitures

<u>Object Class</u>	<u>1986 Base</u>		<u>1986 Estimate</u>		<u>Inc. (+) or Dec. (-)</u>	
	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
11. Personnel Compensation:						
11.1 Full-time Permanent	26	800	36	1,110	+10	+310
11.3 Other than full-time permanent	7	100	9	123	+2	+23
11.5 Other personnel compensation	---	100	---	100	---	---
11.9 Total personnel compensation	33	1,000	45	1,333	+12	+333
<u>Other Objects</u>						
12.1 Personnel benefits		169		225		+56
21.0 Travel and transportation of persons		100		150		+50
22.0 Transportation of things		300		350		+50
23.2 Communications, utilities and other rent		30		20		-10
24.0 Printing and reproduction		30		30		---
25.0 Other services		1,721		2,842		+1,121
26.0 Supplies and materials		100		100		---
31.0 Equipment		20		20		---
32.0 Lands and structures		600		850		+250
Total requirements		4,070		5,920		+1,850
		=====		=====		=====

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5017-0-2-302			
<u>Program by activities:</u>			
00.01 Rights-of-way processing.....	1,544	1,700	3,550
00.02 Adopt-a-horse program.....	1,013	870	870
00.03 Repair of lands and facilities...	965	1,350	1,150
00.04 Cost recoverable realty cases...	232	150	350
10.00 Total obligations.....	3,754	4,070	5,920
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-3,888	-3,993	-3,993
24.40 Unobligated balance available, end of year.....	3,993	3,993	3,993
40.00 Budget authority (appropriation) (indefinite, special fund).	3,860	4,070	5,920
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	3,754	4,070	5,920
72.40 Obligated balance, start of year.	523	909	1,237
74.40 Obligated balance, end of year...	-909	-1,237	-1,597
90.00 Outlays.....	3,368	3,742	5,560

OPD : 1981 0 - 341-526 (6500)

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5017-0-2-302			
Total number of full-time permanent positions.....	43	26	36
Total compensable workyears:			
Full-time equivalent employment.....	54	33	45
Full-time equivalent of overtime and holiday hours.....	4	4	4
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154

(175-1-1021) - 361-526 (6500)

(Mono cast: 21.5)

BLM-331

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

MISCELLANEOUS
PERMANENT APPROPRIATIONS

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts collected from the sale, lease, or use of public lands and resources with States and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Leasing of grazing lands
2. Payments to Oklahoma, royalties
3. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
4. Payments to counties, Oregon and California grant lands
5. Payments to States (proceeds of sales)
6. Payments to States from grazing receipts, etc., public land outside grazing districts
7. Payments to States from grazing receipts, etc., public lands within grazing districts
8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous
9. Payments to Alaska, National Petroleum Reserve
10. Payments to counties, National Grasslands
11. Expenses, road maintenance deposits
12. Payments to Nevada from receipts on land sales
13. Payments from proceeds, sale of water

Summary of Requirements

Appropriation: Miscellaneous Permanent Appropriations

Summary of Base Adjustments:

Appropriation, 1985.....

Base Adjustments:

Transfer to Forest Service.....
 Revised estimates based on anticipated higher receipts.....
 Total, Adjustments to base.....

1986 Base Budget.....

	1984 Actual		1985 Enacted To Date		1986 Base		1986 Estimate		1/ Dec.(-) from 1985		Inc.(+)/ Dec.(-) Over 1986	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1. Leasing of grazing lands.....	--	--	--	--	--	--	--	--	--	--	--	--
2. Payments to Oklahoma (royalties).....	--	3	--	13	--	6	--	6	--	-7	--	--
3. Payments to Coos and Douglas counties, Oregon, Coos Bay	--	548	--	580	--	--	--	--	--	-580	--	--
4. Wagon Road grant lands, Payments to counties, Oregon and California	--	47,214	--	67,041	--	--	--	--	--	-67,041	--	--
5. grant lands.....	--	1,360	--	872	--	330	--	330	--	-542	--	--
Payments to States (proceeds of sales)...	--	--	--	--	--	--	--	--	--	--	--	--

Comparison by activities:

	1984		1985		1/		Inc.(+)/ Dec.(-) from 1985		Inc.(+)/ Dec.(-) Over 1986	
	Actual		Enacted To Date		1986 Base		1986 Estimate		Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
6. Payments to States from grazing receipts, etc., public lands outside of grazing districts.....	--	1,036	--	1,024	--	1,045	--	1,045	--	+21
7. Payments to States from grazing receipts etc., public lands within grazing districts.....	--	1,587	--	1,550	--	1,669	--	1,669	--	+119
8. Payments to States from grazing receipts, etc., public lands within grazing districts miscellaneous.....	--	8	--	5	--	8	--	8	--	+3
9. Payments to Alaska, National Petroleum Reserve.....	--	6,772	--	7,569	--	7,600	--	7,600	--	+31
10. Payments to counties, National grasslands....	--	680	--	418	--	500	--	500	--	+82
11. Expenses, road maintenance deposits..	55	7,046	55	5,600	--	500	--	500	--	-5,100
12. Payments to Nevada from receipts on land sales.....	--	417	--	822	--	750	--	750	--	-72
13. Payments from proceeds, sale of water.....	--	--	--	--	--	--	--	--	--	--
	55	66,197	55	85,494	--	12,408	--	12,408	--	-55 -73,086

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1/ Estimates of the appropriations are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

Justification of Program and Performance

Activity: 1. Leasing of Grazing Lands

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315m, State, county and privately-owned grazing lands that are intermingled with public grazing lands are managed on a leased basis within the limits of receipts from such arrangements.

Activity: 2. Payments to Oklahoma (royalties)

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	13	6	6	-7	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools. The estimate of \$6,000 for FY 1986 is reduced from the FY 1985 estimate in anticipation of a more normal level of activity in FY 1986.

Activity: 3. Payments to Coos and Douglas Counties, Oregon,
for Coos Bay Wagon Road Grant Lands

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	580	---	---	-580	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands. The decrease from FY 1985 reflects the proposal to transfer management responsibility for the lands from which these receipts are derived and the responsibility for making these payments to the Forest Service.

Activity: 4. Payments to Counties, Oregon and California (O&C) Grant Lands

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	67,041	---	---	-67,041	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts (O&C Grant Land Fund), 50 percent of the receipts of Oregon and California grant land funds are paid to the counties in which the lands are situated, to be used as other county funds. The decrease from FY 1985 reflects the proposal to transfer management responsibility for the lands from which these receipts are derived and the responsibility for making these payments to the Forest Service.

Activity: 5. Payments to States (proceeds of sales)

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base.	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	872	330	330	-542	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 31 U.S.C. 1305, the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of public land and public land products. These payments are to be used for educational purposes or for construction of public roads and improvements. A portion of the decrease from FY 1985 is a result of the proposal to transfer management responsibility to the Forest Service for western Oregon public domain lands from which certain receipts are derived. The remainder of the decrease is the result of anticipated declining land sale activity in FY 1985.

**Activity: 6. Payments to States from grazing receipts, etc.,
public lands outside grazing districts**

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	1,024	1,045	1,045	+21	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from public lands outside of organized grazing districts. The estimate for FY 1986 is slightly higher than the FY 1985 level due to an anticipated increase in grazing fee receipts in FY 1985.

Activity: 7. Payments to States from grazing receipts, etc.,
public lands within grazing districts

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	1,550	1,669	1,669	+119	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with the Taylor Grazing Act of 1934, (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries. The estimate for FY 1986 is higher than the FY 1985 level due to an anticipated increase in grazing fee receipts in FY 1985.

Activity: 8. Payments to States from grazing receipts, etc.,
public lands within grazing districts, miscellaneous

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	5	8	8	+3	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The estimate for FY 1986 is higher than the FY 1985 level due to an anticipated increase in grazing fee receipts in FY 1985.

Activity: 9. Payments to Alaska, National Petroleum Reserve

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	7,569	7,600	7,600	+31	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 94 Stat. 2964, Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from the leasing of oil and gas in the National Petroleum Reserve in Alaska for use in planning, construction, maintenance, and operation of essential public facilities and other necessary provisions of public service. The estimate for FY 1986 is higher than the FY 1985 level in anticipation of a slight increase in activity during FY 1985.

Activity: 10. Payments to counties, National Grasslands

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	418	500	500	+82	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands, including mineral leasing, is paid to the counties in which such lands are located. These funds are used for schools and roads. The estimate for FY 1986 is higher than the FY 1985 level due to an anticipated increase in grazing fee receipts in FY 1985.

Activity: 11. Road Maintenance Deposits

(Dollar amounts in thousands)

	1985 Enacted to Date	1986 Base	1986 Estimate	Inc. (+) Dec. (-) from 1985	Inc. (+) Dec. (-) from Base
\$	5,600	500	500	-5,100	---
(FTE-T)	(55)	(---)	(---)	(-55)	(---)

Public Law 94-579 (FLPMA) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701, et seq.), excluding \$150,000 which is earmarked for administrative expenses. The decrease from FY 1985 reflects the proposal to transfer management responsibility for BLM's western Oregon lands and associated road systems to the Forest Service. The FY 1986 Base and Estimate covers BLM road maintenance expenses on lands outside western Oregon.

Activity: 12. Payments to Nevada from receipts on land sales

(Dollar amounts in thousands)

	<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$	822	750	750	-72	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. The estimate for FY 1986 is lower than the FY 1985 level because it is expected that FY 1985 sales will bring slightly lower receipts.

Activity: 13. Payments from proceeds, sale of water

(Dollar amounts in thousands)

	<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$	---	---	---	---	---
(FTE-T)	(---)	(---)	(---)	(---)	(---)

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

<u>Object Class</u>	<u>1986 Base and Estimate</u>	
	<u>FTE</u>	<u>Amount</u>
25.0 Other services		500
41.0 Grants, subsidies and contributions		<u>11,908</u>
Total requirements		<u>12,408</u>

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-9921-0-2-999			
<u>Program by activities:</u>			
00.01 Leasing of grazing lands.....	4	---	---
00.02 Payments to Oklahoma (royalties).....	3	13	6
00.03 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	548	580	---
00.04 Payments to counties, Oregon and California grant lands.....	47,214	67,041	---
00.05 Payments to States (proceeds of sales).....	1,360	872	330
00.06 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,036	1,024	1,045
00.07 Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,587	1,550	1,669
00.08 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	8	5	8
00.09 Payments to Alaska, National Petroleum Reserve.....	6,772	7,569	7,600
00.10 Payments to counties, national grasslands.....	680	418	500
00.11 Expenses, road maintenance deposits.....	7,046	5,600	500
00.12 Payments to Nevada from receipts on land sales.....	417	822	750
00.13 Payments from proceeds, sale of water.....	---	---	---
10.00 Total obligations.....	66,674	85,494	12,408
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-4,315	-3,254	-3,254
24.40 Unobligated balance available, end of year.....	3,254	3,254	3,254
60.00 Budget authority (appropriation) (permanent, indefinite, special fund).....	65,613	85,494	12,408
BLM-343			
(Mono cast: 21.5)			
(Mono cast: 5)			
(Mono cast: 5)			
(Mono cast: 4.9)			

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-9921-0-2-999			
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	66,674	85,494	12,408
72.40 Obligated balance, start of year.	5,096	9,104	9,104
74.40 Obligated balance, end of year...	-9,104	-9,104	-9,104
90.00 Outlays.....	62,666	85,494	12,408
<u>Distribution of budget authority by account:</u>			
Leasing of grazing lands (receipt limitations).....	---	---	---
Payments to Oklahoma (royalties).....	3	13	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	548	580	---
Payments to counties, Oregon and California grant lands.....	47,214	67,041	---
Payments to States (proceeds of sales) (receipt limitations).....	1,360	872	330
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,036	1,024	1,045
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,587	1,550	1,669
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	8	5	8
Payments to Alaska, National Petroleum Reserve	6,772	7,569	7,600
Payments to counties, national grasslands	680	418	500
Expenses, road maintenance deposits.....	5,989	5,600	500
Payments to Nevada from receipts on land sales.....	417	822	750

GPO : 1964 O - 301-526 (6500)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-9921-0-2-999			
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	66,674	85,494	12,408
72.40 Obligated balance, start of year.	5,096	9,104	9,104
74.40 Obligated balance, end of year...	-9,104	-9,104	-9,104
90.00 Outlays.....	62,666	85,494	12,408
<u>Distribution of budget authority by account:</u>			
Leasing of grazing lands (receipt limitations).....	---	---	---
Payments to Oklahoma (royalties).....	3	13	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	548	580	---
Payments to counties, Oregon and California grant lands.....	47,214	67,041	---
Payments to States (proceeds of sales) (receipt limitations).....	1,360	872	330
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,036	1,024	1,045
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,587	1,550	1,669
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	8	5	8
Payments to Alaska, National Petroleum Reserve	6,772	7,569	7,600
Payments to counties, national grasslands	680	418	500
Expenses, road maintenance deposits.....	5,989	5,600	500
Payments to Nevada from receipts on land sales.....	417	822	750

100 : 1981 0 - 301-526 (6500)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-9921-0-2-999			
<u>Distribution of outlays by account:</u>			
Payments to Oklahoma (royalties).....	10	13	6
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	548	580	---
Payments to counties, Oregon and California grant lands.....	47,214	67,041	---
Payments to States (proceeds of sales) (receipt limitations).....	1,044	872	330
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,083	1,024	1,045
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,729	1,550	1,669
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	8	5	8
Payments to Alaska, National Petroleum Reserve.....	1,649	7,569	7,600
Payments to counties, national grasslands	680	418	500
Expenses, road maintenance deposits....	7,807	5,600	500
Payments to Nevada from receipts on land sales.....	894	822	750

UIC : 1381 0 - 361-526 (6500)

BLM-347

(Mono cast: 21.5)

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Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-9921-0-2-999			
Personnel compensation:			
11.1 Full-time permanent.....	2,132	1,270	---
11.3 Other than full-time permanent....	235	130	---
11.5 Other personnel compensation.....	92	50	---
11.8 Special personal services payments	1	---	---
11.9 Total personnel compensation....	2,460	1,450	---
12.1 Personnel benefits: Civilian.....	296	175	---
21.0 Travel and transportation of persons	2	---	---
22.0 Transportation of things.....	1,456	1,000	---
23.2 Communications, utilities, and other rent.....	34	30	---
25.0 Other services.....	2,029	1,500	500
26.0 Supplies and materials.....	317	300	---
31.0 Equipment.....	99	100	---
32.0 Lands and structures.....	357	350	---
41.0 Grants, subsidies, and contributions.....	59,624	80,589	11,908
99.9 Total obligations.....	66,674	85,494	12,408

5000 1 1964 U - 391-526 (6500)

(Mono cast: 21.5)

BLM-349
(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code	84 19 actual	85 19 estimate	86 19 estimate
14-9921-0-2-999			
Total number of full-time permanent positions.....	84	50	---
Total compensable workyears:			
Full-time equivalent employment.....	93	55	---
Full-time equivalent of overtime and holiday hours.....	3	1	---
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154

GPO : 1981 O - 361-526 (6500)

BLM-351

(Mono cast: 21.5)

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(Mono cast: 4.9)

TRUST FUNDS

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This account includes two indefinite trust fund appropriations as follows:

Land and Resource Management Trust Fund - Monies in this fund are contributed for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Appropriation Language Sheet

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 775, 887, 1719, 1721, 1737; 48 Stat. 1224-36, 74 Stat. 506; Department of the Interior and Related Agencies Appropriations Act, 1985, as included in Public Law 98-473.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Miscellaneous Trust Funds

Appropriation language and citations:

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h	43 U.S.C. 1719
43 U.S.C. 315i	43 U.S.C. 1721
43 U.S.C. 355	43 U.S.C. 1737
43 U.S.C. 759	48 Stat. 1224-36
43 U.S.C. 761	74 Stat. 506
43 U.S.C. 775	P.L. 98-473
43 U.S.C. 887	

43 U.S.C. 315h, 315i provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and that these funds be deposited into the Treasury in a trust fund and permanently appropriate these funds for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses.

43 U.S.C. 775 provides for costs of management of lands and for surveying federally controlled lands through a trust fund.

43 U.S.C. 887 provides for railroads to pay for surveys within their grants through trust funds.

43 U.S.C. 1719 provides for payment of administrative costs through a trust account for the conveyance of mineral interests.

43 U.S.C. 1721 provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737 provides for funds contributed for 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals to be placed in a trust account and to be available until expended.

48 Stat. 1224-36 provides for payments in advance for public surveys.

74 Stat. 506 provides for contributed funds to be used for maintenance of access roads and protection of public lands.

Public Law 98-473, the FY 1985 Appropriations Act for the Department of the Interior and Related Agencies, provides the current appropriation of FLPMA authorized trust funds.

Summary of Requirements

Appropriation: Miscellaneous Trust Funds

Summary of Base Adjustments:

Appropriation, 1985 (indefinite) 1/.....

Base Adjustments

1986 Base Budget 1/.....

	1984 Actual		1985 Enacted 1/		1986 Base		1986 Estimate		Inc.(+)/Dec.(-) from 1985		Inc.(+)/Dec.(-) Over 1986 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
	---	1	---	1	---	1	---	1	---	---	---	---
Total Requirements	17	1,583	16	700	16	700	16	700	---	---	---	---
Current Appropriation (Indefinite)		(1)		(100)		(100)		(100)		(---)		(---)
Permanent Appropriation (Indefinite)		(1,582)		(600)		(600)		(600)		(---)		(---)

Comparison by activities:

1. Land and Resource Management Trust Fund.....	17	1,582	16	699	16	699	16	699	---	---	---	---
2. Trustee Funds, Alaska Townsites....	---	1	---	1	---	1	---	1	---	---	---	---
Total Requirements	17	1,583	16	700	16	700	16	700	---	---	---	---
Current Appropriation (Indefinite)		(1)		(100)		(100)		(100)		(---)		(---)
Permanent Appropriation (Indefinite)		(1,582)		(600)		(600)		(600)		(---)		(---)

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLM under these authorities. Actual amounts will vary from estimates.

Justification of Program and Performance

Appropriation:	Miscellaneous Trust Funds (Indefinite)
Activities:	Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(Dollar amounts in thousands)

	<u>1985 Enacted to Date</u>	<u>1986 Base</u>	<u>1986 Estimate</u>	<u>Inc. (+) Dec. (-) from 1985</u>	<u>Inc. (+) Dec. (-) from Base</u>
\$	700	700	700	---	---
(FTE-T)	(16)	(16)	(16)	(---)	(---)

Authorization

43 U.S.C. 1719, 1721 P.L. 94-579	The Federal Land Policy and Management Act (FLPMA) of 1976 provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) conducting public surveys requested by individuals; provided that estimated costs are paid prior to project initiation.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for acceptance of contributions for range improvement purposes.
43 U.S.C. 355	The Act of March 3, 1891 (Sec. 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 31 U.S.C. 1321 provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

- o Provide for resource development, protection and management through the utilization of contributions of money and services; and
- o Provide public surveys when estimated costs are contributed in advance.

FY 1986 program

LAND AND RESOURCE MANAGEMENT TRUST FUND

The FY 1986 Estimate is the same level as the FY 1985 Estimate (\$699,000 and 16 FTE). This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from the recipients of these BLM services. Contributions must be deposited before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development,

protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of the Federal Land Policy and Management Act (1976). Included in the estimated program are contributions received from the State of California Off-Highway Vehicle license ("green sticker") funds and used by BLM for the development, maintenance and operation of benefiting projects on BLM-administered public lands in the State of California. Acceptance of contributions is also authorized by the Taylor Grazing Act (rangeland improvement contributions) and 43 U.S.C. 759, 760, 761, 775 and 887 (public surveys); and these contributions are permanently appropriated by those Acts.

TRUSTEE FUNDS, ALASKA TOWNSITES

The FY 1986 Estimate is the same as the FY 1985 Estimate (\$1,000).

Alaska town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891 which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 31 U.S.C. 1321 authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: <u>Miscellaneous Trust Funds</u>		<u>1986 Base</u>		<u>1986 Estimate</u>		Inc. (+) or Dec. (-)	
		<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>	<u>FTE</u>	<u>Amount</u>
<u>Object Class</u>							
11. Personnel Compensation:							
11.1	Full-time permanent	11	276	11	276	---	---
11.3	Other than full-time permanent	5	74	5	74	---	---
11.5	Other personnel compensation	---	15	---	15	---	---
11.8	Special personal services payments	---	2	---	2	---	---
11.9	Total personnel compensation	16	367	16	367	---	---
<u>Other Objects</u>							
12.1	Personnel benefits		45		45		---
21.0	Travel and transportation of persons		20		20		---
22.0	Transportation of things		20		20		---
23.2	Communications, utilities, and other rent		20		20		---
25.0	Other services		46		46		---
26.0	Supplies and materials		65		65		---
31.0	Equipment		17		17		---
32.0	Lands and structures		100		100		---
Total requirements			<u>700</u>		<u>700</u>		<u>---</u>

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Case 180
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-9971-0-7-302			
<u>Program by activities:</u>			
00.01 Land and resource management trust fund.....	1,695	699	699
00.02 Trustee funds, Alaska townsites..	---	1	1
10.00 Total obligations.....	1,695	700	700
<u>Financing:</u>			
21.40 Unobligated balance available, start of year.....	-1,360	-1,248	-1,248
24.40 Unobligated balance available, end of year.....	1,248	1,248	1,248
39.00 Budget authority.....	1,583	700	700
<u>Budget authority:</u>			
Current:			
40.00 Appropriation (indefinite).....	1	100	100
Permanent:			
60.00 Appropriation (indefinite).....	1,582	600	600
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	1,695	700	700
72.40 Obligated balance, start of year.	258	506	506
74.40 Obligated balance, end of year...	-506	-506	-506
90.00 Outlays.....	1,446	700	700
<u>Distribution of budget authority by account:</u>			
Land and resource management trust fund.	1,582	699	699
Trustee funds, Alaska townsites.....	1	1	1
<u>Distribution of outlays by account:</u>			
Land and resource management trust fund.	1,446	699	699
Trustee funds, Alaska townsites.....	---	1	1
(Mono cast: 21.5)	BLM-364 (no cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

10-1-1981 0-341-576 (4500)

Type size:
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Case 180
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS

Object Classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-9971-0-7-302			
Personnel compensation:			
11.1 Full-time permanent.....	302	280	276
11.3 Other than full-time permanent..	75	75	74
11.5 Other personnel compensation....	16	15	15
11.8 Special personal services payments	---	2	2
11.9 Total personnel compensation..	393	372	367
12.1 Personnel benefits: Civilian....	48	45	45
21.0 Travel and transportation of persons.....	47	20	20
22.0 Transportation of things.....	46	20	20
23.2 Communications, utilities, and other rent.....	13	20	20
24.0 Printing and reproduction.....	4	---	---
25.0 Other services.....	358	46	46
26.0 Supplies and materials.....	368	60	65
31.0 Equipment.....	154	17	17
32.0 Lands and structures.....	264	100	100
99.9 Total obligations.....	1,695	700	700

U.S. GPO : 1964 O - 341-926 (6500)

BLM-363

(Mono cast: 21.5)

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Type size:
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Case 180
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code	84 19 actual	85 19 estimate	86 19 estimate
14-9971-0-7-302			
Total number of full-time permanent positions.....	12	11	11
Total compensable workyears: Full-time equivalent employment.....	17	16	16
Average GS grade.....	9.15	9.15	9.15
Average GS salary.....	26,154	26,154	26,154

10 : 1981 0 - 301-826 (6500)

(Mono cast: 21.5)

BLM-365
(Mono cast: 5)

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(Mono cast: 4.9)

OTHER

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Estimate</u>	<u>1986</u> <u>Estimate</u>
Executive Level V	<u>1</u>	<u>1</u>	<u>1</u>
Subtotal	<u>1</u>	<u>1</u>	<u>1</u>
ES-5	3	3	3
ES-4	18	18	18
ES-3	4	4	4
ES-2	2	2	2
ES-1	<u>2</u>	<u>2</u>	<u>2</u>
Subtotal	<u>29</u>	<u>29</u>	<u>29</u>
GS/GM-15	84	84	74
GS/GM-14	218	218	192
GS/GM-13	585	585	516
GS-12	1,292	1,290	1,139
GS-11	2,021	2,019	1,782
GS-10	80	80	71
GS-09	1,540	1,539	1,358
GS-08	194	194	171
GS-07	679	678	598
GS-06	465	464	410
GS-05	866	865	763
GS-04	544	543	480
GS-03	230	230	203
GS-02	<u>14</u>	<u>14</u>	<u>13</u>
Subtotal	8,812	8,803	7,770
Ungraded	<u>520</u>	<u>525</u>	<u>270</u>
Total permanent positions	9,362	9,358	8,070
Unfilled positions, end of year	<u>-530</u>	<u>-530</u>	<u>-455</u>
Total permanent employment, end of year	8,832	8,828	7,615

Appropriation Language Sheet

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to \$10,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities[,] authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: Provided, [That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California grant land fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": Provided further,] That appropriations herein made may be expended for surveys of Federal lands of the United States and on a reimbursable basis for surveys of Federal lands of the United States and for protection of lands for the State of Alaska: Provided further, That an appeal of any reductions in grazing allotments on public rangelands must be taken within 30 days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within 2 years after the appeal is filed; Provided further, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau [to protect, improve, develop, or manage the public lands; and that within appropriations herein provided, Bureau officials may authorize either direct procurement of or reimbursement for expenses incidental to the effective use of volunteers such as, but not limited to, training, transportation, lodging, subsistence, equipment, and supplies: Provided further, That provision for such expenses or services in in accord with volunteer or cooperative agreements made with such

individuals, private organizations, educational institutions, or State or local governments]: Provided further, That the segregative effect of the Department of the Navy withdrawal application N 37171, covering approximately 181,323 acres of public lands in Churchill County Nevada, shall continue until such withdrawal is acted upon by the Congress. Segregation shall not prevent compatible public land uses which would be allowed under the terms of the proposed withdrawal [: Provided further, That no later than six months after the date of enactment of this Act, the Secretary of the Interior shall conclude a land exchange between the Oregon International Port of Coos Bay and the United States. Lands to be offered by the United States are described in Federal Register Notice, May 10, 1984. Lands to be offered by the Port are described as lots 4 through 16 inclusive, block 30, Nasburg's Addition to Marshfield, Coos County, Oregon.

The Secretary is authorized to execute such instruments as may be necessary to permit the grantee to use permanently and develop for public roadway purposes, a tract of land described in Department of the Army Easement Number DACW 57-2-84-4 on Coos Bay North Jetty Road. As otherwise provided pursuant to the Federal Land Policy and Management Act of 1976 (90 Stat. 2743, Public Law 94-579), the Secretary shall conclude the above mentioned land exchange].

Public Law 98-540; Department of the Interior and Related Agencies Appropriations Act, 1985, as included in Public Law 98-473.)

DEPARTMENT OF THE INTERIOR

FY 1986 Budget for Consulting Services

Bureau: Land Management

<u>Appropriation Account Title/ Iden. Code No.</u>	<u>Amount Requested in 1986</u>	<u>Program Requiring Services</u>	<u>Description of Need for Services</u>
Management of Lands and Resources (14-1109-0-1-302)	\$15,000	MLR	At the present time the Bureau of Land Management does not anticipate the need for consulting services; however, the \$15,000 will provide for obtaining, on a short-term basis, decisive expert advice not available within the Department or other agencies of the Federal Government for priority policy issues in the management of land and resources.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

WORKING CAPITAL FUND

Section 2901 Rescission

A rescission of \$2,951,000 of unobligated balances in the Working Capital Fund is proposed to effect savings in Congressionally-specified management categories pursuant to Section 2901 of the Deficit Reduction Act of 1984. The entire savings from the Working Capital Fund will fall in the Motor Vehicle category and result from a delay in the purchase of replacement vehicles.

Type size:
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Case 180
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WORKING CAPITAL FUND
(Rescission proposal)
Program and Financing (in thousands of dollars)

Identification code	84 actual	85 estimate	86 estimate
14-4525-5-4-302			
<u>Program by activities:</u>			
10.00 Total obligations.....	---	-2,951	---
<u>Financing:</u>			
23.40 Unobligated balance rescission proposal (Sec. 2901 - Deficit Reduction Act).....	---	-2,951	---
40.00 Budget Authority.....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	-2,951	---
90.00 Outlays.....	---	-2,951	---

BLM-373

(Mono cast: 21.5)

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(Mono cast: 5)

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300 : 1981.0 - 341-526 (6500)

Type size:
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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WORKING CAPITAL FUND
(Rescission proposal)

Object classification (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-4525-5-4-302			
25.0 Other services.....	---	-251	---
26.0 Supplies and materials.....	---	-900	---
31.0 Equipment.....	---	-1,800	---
99.9 Total obligations.....	---	-2,951	---

OTD: 1981.0 - 341-576 (6500)

BLM-375
(Mono cast: 5)

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(Mono cast: 4.9)

Bureau of Land Management

Firefighting and Rehabilitation Expenses for FY 1984

The firefighting and rehabilitation program provides for necessary BLM presuppression and suppression activities during the fire season to prepare for and to suppress range and forest fires starting on or threatening the public lands and to rehabilitate burned areas on an emergency basis to reduce resource and economic losses. Actual FY 1984 obligations by BLM for firefighting and rehabilitation totalled \$54,931,000.

Firefighting and Presuppression

Actual FY 1984 obligations for firefighting and presuppression were \$53,345,000. The FY 1984 Interior Appropriations Act (P.L. 98-146) included an initial amount of \$4,150,000 for this purpose; and, under the authority of section 102 of the Act, the Secretary transferred \$44,014,000 to BLM from other no-year appropriations in the Department of the Interior to cover actual fire obligations in FY 1984. The remaining \$5,181,000 was included in the FY 1984 Supplemental Appropriations Act (P.L. 98-396) to pay for fire suppression services provided to the Bureau by the California Department of Forestry (CDF) in past years.

Emergency Rehabilitation

In FY 1984, obligations for fire rehabilitation totaled \$1,586,000. The FY 1984 Appropriations Act (P.L. 98-146) provided an initial amount of \$600,000 for fire rehabilitation. The remaining obligations were financed under section 102 authority by transfer of \$986,000 from other no-year appropriations in the Department of the Interior along with the amounts to cover firefighting and presuppression obligations.

Analysis of Amounts Transferred to BLM, Management of Lands and Resources (MLR), for FY 1984 Firefighting and Rehabilitation Expenses

Section 102 of the FY 1984 Interior Appropriations Act provides that "the Secretary may authorize the expenditure or transfer of any no year appropriation in this title, in addition to the amounts included in the budget programs of the several agencies, for the suppression or emergency prevention of forest or range fires on or threatening lands under jurisdiction of the Department of the Interior and for the emergency rehabilitation of burned-over lands under its jurisdiction; and for emergency reclamation projects. . . such funds to be replenished by a supplemental appropriation which must be requested as promptly as possible. . . ." Section 102 further provides that "appropriations made in this title for fire suppression purposes shall be available for the payment of obligations incurred during the preceding fiscal year, and for reimbursement to other Federal agencies. . . ." Funds to cover obligations for FY 1984 that exceeded the amount provided in the "Management of Lands and Resources" appropriation were transferred to BLM from other no-year appropriation accounts available to the Secretary. The total amount transferred to BLM was \$45,000,000 and was derived as follows:

<u>Bureau</u>	<u>Appropriation Symbol/Account Title</u>	<u>Amount</u> (\$ millions)
National Park Service	14X5035 Land Acquisition and State Assistance	\$30.0
Fish and Wildlife Service	14X1612 Construction and Anadromous Fish	4.0
Fish and Wildlife Service	14X5020 Land Acquisition	6.0
Bureau of Land Management	14X1116 Oregon and California Grant Lands	3.0
Bureau of Land Management	14X5033 Land Acquisition	<u>2.0</u>
Total		\$45.0

In the FY 1986 Budget, the Department proposes to reimburse a part of these FY 1984 transfers through the transfer in FY 1985 of \$12.2 million from the National Park Service Construction (Trust Fund) account. Receiving accounts are:

	<u>(\$ millions)</u>
Oregon and California Grant Lands (BLM)	\$ 3.0
Land Acquisition (BLM)	2.0
Construction and Anadromous Fish (FWS)	4.0
Land Acquisition and State Assistance (NPS)	<u>3.2</u>
	\$12.2

The remainder of the transfers, \$32.8 million, will not be repaid. This decision, which affects the NPS Land Acquisition and State Assistance account (\$26.8 million), and the FWS Land Acquisition account (\$6.0 million) is a one-time measure to restrain outlays consistent with the Administration's overall budget goals.

Appropriation Language Sheet

Land Acquisition

(Supplemental now requested, existing legislation)

For an additional amount for "Land Acquisition," not to exceed \$2,000,000 to be derived by transfer from "Construction (Trust Fund)," National Park Service.

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Land Acquisition

(Supplemental now requested, existing legislation)
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-5033-1-2-302			
<u>Program by activities:</u>			
10.00 Total obligations (object class 32.0)	---	2,000	---
<u>Financing:</u>			
13.00 Offsetting collections from: Trust funds.....	---	-2,000	---
39.00 Budget authority.....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	---	---
90.00 Outlays	---	---	---

BLM-381

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

Appropriation Language Sheet

Oregon and California Grant Lands

(Supplemental now requested, existing legislation)

For an additional amount for "Oregon and California grant lands," not to exceed \$3,000,000 to be derived by transfer from "Construction (Trust Fund)," National Park Service.

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
Oregon and California Grant Lands
(Supplemental now requested, existing legislation)
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1116-1-1-302			
<u>Program by activities:</u>			
10.00 Total obligations (object class 25.0)	---	3,000	---
<u>Financing:</u>			
13.00 Offsetting collections from:			
Trust funds.....	---	-3,000	---
39.00 Budget authority.....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	---	---
90.00 Outlays	---	---	---

1370 : 1981 0 - 341-526 (6500)

(Mono cast: 21.5)

BLM-385

(Mono cast: 5)

(Mono cast: 5)

(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
Oregon and California Grant Lands
(Supplemental now requested, existing legislation)
Program and Financing (in thousands of dollars)

Identification code	19 84 actual	19 85 estimate	19 86 estimate
14-1116-1-1-302			
<u>Program by activities:</u>			
10.00 Total obligations (object class 25.0)	---	3,000	---
<u>Financing:</u>			
13.00 Offsetting collections from: Trust funds.....	---	-3,000	---
39.00 Budget authority.....	---	---	---
<u>Relation of obligations to outlays:</u>			
71.00 Obligations incurred, net.....	---	---	---
90.00 Outlays	---	---	---

1980 : 1981 O - 391-526 (6500)

(Mono cast: 21.5)

BLM-385

(Mono cast: 5)

(Mono cast: 5)

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